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ABSTRACT

This book brings together seven presentations from a conference on inservice teacher education and the results of the deliberations of five task forces on aspects of inservice in British Columbia. The first speaker noted the ironic fact that staff development programs for teachers often violate the best known theories about training by not using a progression of theory, demonstration, practice, feedback, and co-teaching. In the second paper, inservice programs in the Organization for Economic Cooperation and Development countries are examined, and, in particular, the use of professional tutors in England is studied. Creative methods of developing and nurturing a natural style of teaching to counteract teacher burnout were presented in the third paper. A panel discussion on local and regional inservice programs dealt with the implementation of inservice in the United States and from the viewpoint of the universities. The final paper focused on creating a hospitable environment for inservice at the school level. The task force reports covered the following topics, each with recommendations for future inservice practices: (1) purposes and functions; (2) large scale systems and responsibilities for inservice education in British Columbia; (3) research and evaluation; (4) the teacher and the school; and (5) delivery systems. (FG)

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# IN-SERVICE:

# a means of progress in tough times

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Co-sponsored by the Faculty of Education and the Faculty of Continuing Studies

Simon Fraser University
Proceedings of a Conference Held May, 1979

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## PREFACE

The continuing education of teachers has always been of interest to those connected with the schools. Today, because of declining enrolments, interest has turned to concern. Reduced mobility, which creates a fixed static teaching population, is only one of the results which concern us. Gone too are the days when we can rely on an influx of new and beginning teachers to introduce alternative ideas into the school setting. Now, if change is to come about in the schools it must come from within.

It was with this concern, among others, that the Faculty of Education and the Department of Continuing Studies sponsored the conference, In-Service: A Means of Progress in Tough Times. To be worthwhile, such a conference should not only draw upon the best thinking in the field, but it should also provide the means for continuing study with particular emphasis on local problems. We obtained the best thinking by inviting to the conference keynote speakers who are regarded as top people in in-service in the western world. To concentrate on the more specific aspects of the problem, we organized discussion groups centred around the issues emanating from the keynote presentations. Task groups were also formed which met before, during and after the conference and which were charged with examining certain crucial aspects of in-service education in the province of British Columbia.

This book brings together both a report of the proceedings of the conference as well as the results of the deliberations of the various task forces. The first five chapters are edited versions of the presentaions given by the keynote speakers together with selected responses from the panelists and questions from the audience. The five chapters that follow represent the labours of the various task groups.

Anyone expecting final answers from this report will undoubtedly be disappointed. There are no final answers. But perhaps the areas of concern have been brought into somewhat sharper focus and perhaps we can, through these pages, re-examine the issues, re-think the problems and re-live some of the highlights of the conference itself.

MARVIN WIDEEN
DAVID HOPKINS
IVY PYE

## A NOTE ABOUT THE PROCEEDINGS

With the exception of the paper by Ray Bolam and the reports of the various task forces, all other material in this book is taken from tapes made while the conference was in progress.

In editing the tapes an effort was made to preserve the quality of the spoken word since this quality seemed more in keeping with the vitality and sense of mission that many felt was generated by the conference itself. Those responsible for the final format of this book hope that we have succeeded; that the reader will be able to recapture the spirit of the conference in these pages.

# 1

# IN-SERVICE: NEW PERSPECTIVES ON AN OLD TERM

*INTRODUCTION:*
*GEORGE IVANY*

I am quite delighted this morning to be able to kick off this seminar because I feel that today we are tackling a very important area at this time in the history of education in North America: the area of declining enrolments and in-service education.

We feel that we have found a first-rate person to help us get this thing on the road. Bruce Joyce was a colleague of mine at Teachers College, Columbia University for some eight or nine years. In those days he used to arrive at conferences with his tennis racquet. I'm not sure whether he is still doing that but if he was as articulate on the tennis courts as he was in the classrooms and seminars, I am sure that he probably played a mean game of tennis. Bruce has had a varied university career, ranging from the University of Chicago to Teachers College, Columbia University, to Stanford University, but perhaps he is best known among those of us who consider him a friend, as Director of the Agnes Russell Nursery School. At Teachers College, a position he occupied during a very productive period of his career, he generated the concept of models of teaching of which I am sure most of us are aware. I think, perhaps, we need little else by way of an introduction to a person who is very well known to us: Bruce Joyce, scholar.

# CHAPTER 1

# INSERVICE: NEW PERSPECTIVES ON AN OLD TERM

BRUCE JOYCE

The charge that I was given was to identify and explicate models for in-service education in a way that would set them apart from one another. I have been labouring away at the task off and on since the invitation came--December or something like that--making notes and pulling things together and so forth. In the course of preparation, I have had some interesting experiences in schools that have effected a change in me, so I am now in a state of transition about what ought to be or might be models of in-service education. So, instead of doing what I've been asked to do, I'm going to share my confusion with you in as orderly a way as I can.

I am going to draw from a variety of studies that I have worked on with other people and conversations with Lou Rubin and others over the years. One was a preparatory study for a United States National Survey of In-Service Education. While organizing to do the survey, we interviewed people in forty-one of the United States: teachers, school administrators and others; and looked at about two thousand items of literature pertaining to in-service education from 1957-77. Lou knows the literature better than I do so that he knows that going through it is like swimming the sewers of Paris--a wonderful experience. We commissioned thirty or forty position papers on various aspects of in-service education, and so

on. Following that, we surveyed people in several states rather intensely: teachers, higher education folks, building administrators, and a good many community members' views on us and what we ought to be doing for ourselves.

About the same time, we engineered a study of pre-service teacher education throughout the United States, sampling about two hundred of the 1,480 higher education institutions that prepare teachers--a frightening experience. We also followed a group of teachers for several years, using a technique that Ron Marx and I had fiddled with, with the benefit of Lee Shulman and others at Stanford, about five years ago. We videotaped these folks in the classroom; played the tapes back to them, and asked them what they were thinking about their teaching; what was going on in their minds. And that, too, was an arresting experience in several ways. These were people who were in the middle of a very intensive staff development program, and we got to know these teachers' patterns of thought and patterns of feeling well enough to have, in a sense, a case study of what happens when, as the year progresses, the children and the other forces that impinge on the classroom begin to affect them.

Then, in the last few years we have been doing a series of case studies of what we call the ecology of staff development in a variety of schools, which in the modern jargon would be "ethnographic reconstructions." I asked George Spindler what is the definition of an ecology and ecological study and he said, "You know you have done an ecology when you are surprised." You keep asking questions until that point. We'd been asking people details about their lives and what they do that helps them grow, "What do you do?", "What happens to you that inhibits your growth?" and that kind of thing. The variety has been fascinating.

Just last week I talked to four teachers in a little school north of Sacramento, California and the contrast between them was just phenomenal. They all work in the same school, one which has a good deal of money from a thing called the School Improvement Program (about $35,000 that they can spend on staff development

aside from their use of the district services and workshops and university courses and so forth). Two of the teachers in that school have participated in none of the activities generated by that program at all and as I probed into their personal lives I found also that neither one has read a book of any sort in three years. They have not gone to a film in the last three years either. They play no sports, have no particular outside social life except for a church-related activity in the case of one person. As near as I can tell, the staff development ecologies of those two people are absolutely moribund. The other two people were the opposite extreme. It was just incredible to talk with these people. Both were extremely active; they go to the workshops, they visit each other in their classrooms, they attend university courses, they take trips, they play a variety of sports, they read voraciously, and so forth. All four people apparently have the same job; they are living in about the same place; the same environment exists; the same things have been done in relation to what they might do for themselves; and they are about the same age. And yet, two people are pulling from the environment opportunities to grow in a variety of directions, they are moving themselves in every way possible. And the other two people appear (you can never be fully sure--maybe their interior life makes up for what we see visibly) to be running on old fuel, almost absolutely. That kind of thing arrests you.

The staff development model in their school required a school/community council of community members, teachers, and administrators [*ex officio*], provided them with money and the direction to "figure out a school improvement plan; figure out a direction for this place; put resources, things together using your new resources with the old; making them fit together and become coherent." The school council is working like mad at that process. In the middle of the environment they have created are two people untouched by it and two people who are touched by a million other things anyway and two who are managing to stand aloof from the process.

If we evaluated that program, if we ask, "is it good or is it bad," what it appears to do is to magnify what the active people were already doing for themselves and have no effect whatever on the more inert folks. So, to what extent can we say that that model is a good one, or helped, or whatever? Shall we say that we should not have it unless it reaches everybody? And where do we go with that? It is really perplexing.

I believe that we have to move from an evaluation stance which comes from a programmatic perspective and emphasizes activities and their effects and move toward a consideration of the creation of environment and how environments affect people of very different habits and psychological states.

Now given that stance, how do we build models of staff development? We are in some difficulty in model-building for two reasons. One is that staff development has not been a field until very recently. Lou Rubin and three or four other people have been responsible for codifying the literature and bringing together the most abstract thought on the subject. They are working from a thin base. Out of the twenty-five or twenty-six hundred items of literature that I know at this time, there are probably not more than a dozen that look conceptually at the field. Almost all the literature deals with specific approaches in local sites. ("The South Humboldt Story.") There have only been about thirty-five studies of training of in-service teachers where there have been clear measures of outcomes (skills and so forth)--only a beginning has been made.

At the same time, we have nine numbers of frames of reference that we have not sorted out and which wash over each other in various ways. As I culled the literature over the last few months, I saw four general kinds of focuses that are enunciated.

One is a societal focus from which the purpose of creating better staff development is to improve the society gradually by providing for educational professionals the environment to help them stay alive, rejuvenate themselves, and therefore benefit children. This kind of purpose appears again and again in the

literature. It is not usually articulated in either of our countries in terms of national models of in-service education, but in a sense there is an implication that we need to build an environment for each of us that would benefit the society through our growth.

Second, I think of as a corporation-focused model, where the corporation is the school district, county, state, or province, trying to build a system which will enable it to improve itself systematically. I was a curriculum consultant with the Montgomery County in Maryland during most of the period I was at Columbia. For years and years and years, they have done five or six things that were to benefit the corporation. One is hiring teachers for from two to ten weeks in the summer, either to work in the experimental summer schools or to receive direct in-service training of some sort or another. They built that into the corporation. Second, classroom teachers are continually released on a rotating basis to work with others. The county conducts "needs assessments" regularly to attempt to find out what people think they want, and in response to that they have generally made about six hundred course and workshop offerings per year to about six thousand teachers, which means their entire staff. During the period I was there, they developed what we thought of as curriculum improvement staff development teams. If a school wanted to move towards team teaching, for example, we were able to put together a summer school, have the teachers work with people who had been in team teaching, and then have experienced trainers go into the schools with them. Do you get a sense of it? They have moved in a corporate fashion to build vitalizing elements into the life of that institution.

Montgomery County's purpose was to see that the people working within their corporation would have continuous opportunities for improving their skills, and that those opportunities could be redirected as the school changed direction. So when the "new math" flew through Montgomery County, everybody took workshops in mathematics because it was right there, built right into the ballgame. They redirected their energy to make it happen.

The third kind of program or focus of staff development is on the school-improvement level. This approach is unit oriented, the effort concentrates on the particular school and addresses the needs of each faculty to build a coherent community that can improve the educational life within that school. John Goodlad, of the League of Cooperating Schools, has taken this approach. Generally speaking, Goodlad sees the principal of the school and the administrative staff, as the staff development leaders. Their job is to organize and to generate the kinds of activities to learn to implement that curriculum. So you have the unit operating as a little mini-corporate entity. Regardless of the wisdom or lack of it of building people in this particular way, it is a very clear approach. We are seeing this much more in the United States; the school improvement program I mentioned earlier provides California schools with the obligation to do just what I am talking about, including having community members on their boards; an interesting concept.

Finally, the fourth kind of focus is one I see as the idiosyncratic focus. This is the approach that universities generally take. They do not usually provide the opportunity to work with us as a unit in a staff development way--at least not if we can help it. University faculty and many teachers believe they are responsible for their professional development, are adequate mirrors of their souls, and can generate the activities necessary to grow. And some do and some don't. But the orientation here focuses on the idiosyncratic, on the individual human being, and how that individual can work to improve himself for his own benefit. And, of course, eventually for the benefit of the children.

So, are you with me on purposes? As people talk about staff development some speak with a societal purpose, some with a corporate purpose, some with an orientation toward the educational unit or the school, and some are thinking of the individual teachers. Since, at present, we do not have in the literature a way of sorting these out and speaking of them, you can find any of them addressed by any model that is articulated. You will look at a model and see that it is quite attractive unless you

happen to have corporate intentions, or you will see one that looks really great for the corporation but it doesn't have much to offer the individual because it mashes them in the system. One of our problems in sorting things out is to decide "models for what?". Our broadest view is that we want to build a staff development system that will probably address all of these purposes to some extent; help us grow as individuals, help us grow as faculties, help us grow as a corporate entity, and help us reflect societal changes.

Now I am going to address models to those purposes as we go along, but I want to bring up another small problem first, which is language. In the literature, much of the language is rhetorical, so that the specific models which are addressed are not always easy to locate amid the purple language. The field is little better. As we interview teachers, and ask, "What would you like in the way of staff development?" the responses are most clear and articulate at a governance kind of level: "I would like to be involved." The closer you get to particular activities--as when we ask, "What skills do you need and how would you like to acquire them?"--people get vague and mumble very rapidly. The language diffuses and becomes more varied at the same time.

There is an old legend called the Golden Mountain Fallacy. Do you know the Golden Mountain Fallacy? Those of you who studied symbolic logic--I'm sure you all have, everybody carries a symbolic logic book with them--well, the Golden Mountain Fallacy is illustrated by the particular legend which deals with a tribe in a marine climate. The tribe is sitting around the beach one day. The women are doing the work and the men are loafing around the fire in the tradition of western society. And while they are doing this one of the men says, "You know, wouldn't it be great if there was a mountain out there that was filled with gold and we could just go out and get the gold; we wouldn't have to work so hard dragging the wood over to the fire; we could get other people to do that for us." And people began to talk more and more about the desirability of the golden mountain as the generations passed. And, of course, the legend

became embellished. The mountain became described in more graphic detail and its location estimated more and more vividly. Finally a bold young leader said, "Let us go out to the Golden Mountain." And so they gathered all the young people from the tribe, they got in their boats, they sailed out to sea, and were never heard from again.

The little parable is meant to illustrate that as we create language we assume there is reality behind it other than in our minds. Staff development is very much in that state--a lot of language with a very little bit of reality.

I want to spend a little time recounting an excursion in that direction that has influenced me very considerably. We had been asked by the State of California to try and build a design for evaluating staff development in that state. Particularly, the evaluation was to deal with the initiatives from the federal and state levels that were to provide services to people. So, we said to them, "Well, if we are to build an evaluation design, it's to be over what?" "Well," they said, "it's to be over those initiatives, over those attempts to provide resources." We said, "Well, how many of them are there?" And we found that no one in the State Department was sure how many there were. So we had to spend about four months trying to find out what they were. We are now up to seventy-five. There are seventy-five attempts in that State, through legislative action, to provide resources which we can use for staff development. Some of these are what we call agency-strengthening efforts. Those include, for example, provision for resource centers or teacher centers that can provide services to people. The second are what we call programmatic efforts in curriculum areas: for example, metric education has a little chunk of money to get us all to "think metric" and if you think progress is slow here, come on down and watch how slow it is there. Incredible. Anyway, it's to infuse metric content into the English system. We also have efforts such as the Women's Equity Act which provides small amounts of resources to try to help people learn to create sex-fair classrooms. Third, in some programs where proportions of the monies are allotted to

staff developments, enormous amounts of money are being poured into the provision of special education teachers, and a certain proportion is to go to staff development. In the State of California there is $1,100,000,000 that is to go into special education, and presumably one-tenth of that or $110,000,000 is supposed to go into staff development. That is enough for about $600 per teacher in California.

Now, as we looked at those initiatives, we found a number of problems. One is that this last category--to provide that so much goes to staff development--the fact is, as near as we can tell, almost none of that is in fact being spent for staff development. Certainly individual teachers are not receiving $600 worth of opportunity to learn to explore the handicapped, and so forth, as they are expected to. Some way or other, the mechanism has not been created that operates the program.

And there are problems with the agency-building initiatives. We looked at an initiative where a teacher center is provided with $75,000 a year to provide services to three rural counties. Can you imagine that? We decided that that teacher center is probably costing an enormous amount of money since it is required to coordinate with more than two hundred sixty agencies, and the meetings that they hold would consume more in time investment than the $75,000 that is being provided. As an initiative it has probably lowered the level of staff development by taking energy.

Many of the programmatic efforts are also under-funded. The Women's Equity folk have $175,000 with which to reach the 175,000 teachers in California. They have $1 a head to work with?

Hence, we have all these initiatives; some are well-funded, some are not; some are administered so that the staff development money doesn't get used as it should; some are too small to do what they are asked to do; and some, as you will see shortly, have incredibly bad management. In an effort to get a handle on how we might evaluate them; we went out into the field and visited a group of counties, school districts, and finally, schools. And the schools are where we want to see the payoff.

There we begin to look at the lives of individual teachers in the way I was describing earlier. We spent hours talking to each person, trying to find out what they do, what they don't do; trying to see if we can detect any effect of all these initiatives and the other kinds of resources that have been placed around people to help them grow; universities, county supervisors, district supervisors, and so forth. We want to take the life of each individual and see if we can detect such things as: "Has the Women's Equity Act reached you some way?", "Has that $1's worth touched your shoulder?", "Has the local teacher center got to you?", "Do you have a warm relationship with the local university?", "Does the professor visit you daily in your classroom coaching you, helping you in other ways?". In the course of these interviews we have come up with a series of assumptions that are important to me at least, as I try to fumble toward models; and they have a lot to do with the Golden Mountain Fallacy.

First, at present there is no ongoing, flowing, smoothly operating, staff development organization in place in that state, in the sense of providing a rich ecology that makes self-growth easy. And, as a result, most of the teachers in that state are engaged in almost no formal staff development of a sort that could be expected to have an impact on their classroom. There is basically no ongoing system. What there are, as a result of these various initiatives, are some ad hoc experiences that are strikingly good in various ways. Some of those councils have built really interesting programs. The Women's Equity Act has had a wonderful impact on a few schools where they have invested a great deal of energy. There are some of the county supervisors who have really transformed a few schools. There are some places where teachers are teaching each other alternative approaches to teaching in a way that is just beautiful to behold. But these are idiosyncratic and particularistic events; they are not part of an ongoing stream that flows around the situation. The Women's Equity Act could really do a great deal with their $175,000 if there was a great ongoing system into which they could pump it.

But, as it is, they have to put on their own workshops and try to reach people as best they can themselves.

Second, we have come to believe that both the formal and informal systems of the schools are vital to what happens to individuals. The social system of the school is organic in nature in that all parts affect the other parts, and little differences can make a big difference. I'll give you two examples: at one high school, I interviewed two beginning teachers, a social studies teacher and a biology teacher. (Believe it or not we still have a few beginning teachers, but not many!) They are precious new people in our profession. In this particular high school, the new social studies woman also teaches home economics. She was hired because she had a major in home economics and a minor in social studies and they were looking for somebody who could fill courses in both areas. So she is teaching four social studies courses (which was her minor) and the one home economics course (in needlepoint!) which was her major (I still can't believe that we actually have majors like that, but we do. I can't say somebody majored in macrame without blushing. The Europeans may be right about us!) Anyhow, the new boy teacher is teaching in biology.

Which kids do you suppose both of these folks have been assigned to teach? The toughest kids--right?--the slowest learners. They have both got the bottom sections academically, in their respective areas. The staff in that school has been there a long time, so they gave the kids the hardest people to teach. Which staff in that school has the migrating classroom? Yes--both of them. They do not even have an office yet. By the way, they think the principal and staff are wonderful to them. "How do you feel about these people?" "Great, they are so nice to me!!" So far the old staff have shafted their new colleagues so thoroughly they can't even see what has happened. Both of them have classes scheduled the same time the department chairman has his/her classes scheduled, and so they can't be visited by their leaders. The principal does visit every classroom in that school every day he is in the school and not at an

administrative meeting at the district office (which is most of the time). He visits every classroom, he goes through and he does the morning rounds. You know what I mean? "Hello, George, how we doin' today?", "Looking good, kids, see you for softball this afternoon," and so forth. No one in the eighteen years he has been there can remember a conversation which he has had with a teacher about teaching! *None!* He has had to fire a couple of teachers in the course of the eighteen years and he has done it by changing their assignments in ways that make life impossible for them, not as a professional growth matter.

I asked these two young people:

"Do you go to workshops?"

And they said, "I am so tired at 4 o'clock in the afternoon, and you ask me if I go to a workshop?"

"Has a county or district supervisor worked with you?"

"Not recently."

"What do you know about the local teachers' center?"

"Well, I've kind of heard about the Teacher Center movement . . ." and so forth.

"Do you take courses?"

"I think it will be three years before I get over the shock of teaching and can take a course". . . and so on it goes. There they are and their ecology is just magnificent.

Four miles away lies a tiny little school which has only ten teachers in it. It has been growing over the years and in the last twelve years has grown from four to ten classrooms. The principal has been there during that whole period, and four years ago when he became principal, everybody thought the school was pretty much in the doldrums, that he was a weak fish, and probably nothing would ever be accomplished. About the same time, however, there wandered up to the board of education a local woman whose children had grown to adolescence. She had taken a credential in library science while she was bouncing her children on her knee and she took one course in multi-media resource learning centers. She learned that course as if she had sat through it with John Dewey and they had spent the inter-

vening years together. She more than fully internalized the concept of what an active multi-media learning center should be. So she went down to this little board of education--it's a one-school district--five board members, ten teachers, and one principal who is also the superintendent. It's in a rural area, over a little mountain pass from the population centers. The county officials feel that the weather in the pass makes it an impassable road most of the year, therefore they don't have to get out there; nobody has been up there in some years.

Anyway, she came to the little board of education in this little community and said, "How would you like to have a really good multi-media learning resource center?" And they went, "Huh?" and said, "well, lady, it sounds like a great idea but we don't have the money." And she said, "Well, suppose I were to raise the money?" They said, "Well, if you raise the money, we'll give you the room." She went off, got somebody from the county office to work with her and wrote a little proposal and came back with $75,000 a year for three years. Now, how about that! She came to the board and said, "So I've got the money, where's my room?" Well they did what they should. They antied up and got her a room about half of the size of this one, full of little nooks and corners, and she went to work and built one dickens of a center. Every teacher in the school can send ten kids to that center, on call, any time. If you are working with three reading groups and you want to send one group into that place, that is okay. You can send ten kids to the center. In other words, she will accept up to one hundred children at a time! She has taught those kids to teach themselves so effectively that they are no trouble at all for her. She has one aide who is like an extension of her arm--you can see her think and the aide's hand moves. While I sat there, interviewing her, kid after kid came into that place; she spoke to every child as they entered and every child as they left, without seriously disrupting the conversation with us. Every child that came near she touched in some way, somewhere, in a "pulling in" kind of way.

It's a poor community. Many kids are not read to at home. So she got herself two hundred suitcases. Half of those suitcases she filled with cassettes and film strips of stories that are self-reading. The kids sign up for them and take them home. There is a two-day wait for the kits. The children are lined up for them. The other half of the kits are filled with science and social studies materials and whatever, and little things she calls inquiry kits. She meets with every teacher regularly, and if you are teaching something she will build a resource unit for you, whatever you want. She will tailor it to you, to the way you want to teach and all that. The side effect of her being there also has been that the teachers have begun to study their curriculum and the options that are available in the curriculum areas. They bring consultants in who deal with the alternative approaches to reading. When they select one they can send somebody to study with the master for awhile because she has managed to find other resources that were sitting around somewhere.

They had a teacher who was failing last year, so they got a person from the local teacher center to come in. That person took over the teacher's classroom. (The man was an experienced teacher, working in a third grade and failing because of discipline problems.) The person from the county center came in and spent three weeks in the classroom, reorganizing it with the teacher watching, gradually turned the classroom back over to the teacher but the teacher continued to fail. The resource teacher took half the kids half of the time to lighten the load, but at the end he did have to leave teaching. But their chief concern (her's and the principal's) was that he felt pretty good about himself, and that they had done what they could. Do you get the feeling of my two schools? The two ecologies? The one place is jumping and everybody is drawn in and the other place is a staff-developmentless desert.

Now, as we've looked at schools so closely we find that initiatives to change things, fall on widely differing systems within each school. The School Improvement Program I mentioned earlier fell on this little elementary school. The powers that

be were saying, "Where shall the school improvement go in this country?", and our multi-media lady had her hand there to catch the money. The other school had not even *heard* of the initiative. Very interesting.

Now, given that, do you see what has happened to me? Last year I had a set of neat little models for staff development and this year I have all this confusion; confusion in that it seems that the things that make a difference in levels are tiny things that are magnified by the structure of each situation. If you are to bring a strong staff development effort into that secondary school where those two new teachers are being dealt with so meanly, you'd better go in with guns blazing. Taking *anything* into the other place would be very easy because they are all working together. The ecologies are very different.

As we build models of staff development they are going to have to function in such a way that they boost what I think of as the ecological pro-activity of the environment of the individual school. What we have to do is learn how to make the school more vital as a social system and more able to reach out. The good models of staff development that emerge are probably not all going to look like the ones with which most of us are familiar, which are largely governance and delivery models. Our best models are going to be ones that change the way we live in the social system of our school.

I want to use the last few minutes to talk about constructing a model, touching on the research and some of the practical problems. First of all I want to say very quickly that most of our existing models only address a little piece of the staff development problem. Sam Yarger, Ken Howey and I locked our minds together into a little four-way structure, that Sam calls the Iron Cross, for looking at the dimensions of staff-development: we believe governance, what we call structures or modes delivery problems; and substance or substantive problems. Most models address only one dimension. Collaborative governance models address governance well enough but often do not touch delivery. There are a lot of delivery models floating around but most do

not speak to substance. There are also various models of substance, but most do not address governance or delivery. I want to talk very simply about what happens if you begin to take seriously building a model that addresses several dimensions and then dig into the literature for a base. I am going to illustrate what happens if we go to research on training and ask what training research says about how teachers acquire different kinds of skills and strategies.

Beverly Showers and I have just completed a two-year effort to examine research on the ability of teachers to acquire teaching skills and strategies.

The first message from that research is very positive: teachers are wonderful learners. Nearly all teachers can acquire new skills that "fine tune" their competence. They can also learn a considerable repertoire of teaching strategies that are new to them.

The second message is more sobering, but still optimistic: in order to improve their skills and learn new approaches to teaching, teachers need certain conditions--conditions that are not common in most in-service settings even when teachers participate in the governance of those settings.

The third message is also encouraging: the research base reveals what conditions help teachers to learn. This information can be used to design staff development activities for classroom personnel.

*TWO PURPOSES OF TRAINING*

Improving our teaching can be focused on "tuning" our present skills or on learning new (to us) ways of teaching. When tuning our skills, we try to become more affirmative, involve students more, manage logistics more efficiently, ask more penetrating questions, induce students to be more productive, increase the clarity and vividness of our lectures and illustrations, and understand better the subject matter we teach. In short, we work on our craft. Training oriented toward fine tuning consolidates our competence and is likely to increase our effectiveness.

Mastering new teaching strategies or models and/or learning to put alternative curriculums in place is quite a different goal. To master a new approach we need to explore and understand its rationale, develop the ability to carry out the new strategies, and master fresh content.

Generally speaking, "fine tuning" our existing approaches is easier than mastering and implementing new ones, because the magnitude of change is smaller and less complex. When we change our repertoire, we have to learn to think differently, to behave differently, and to help children adapt to and become comfortable with the new approaches, so mastery of new techniques requires more intensive training than does the fine tuning.

We organized our analysis to find out how various components of training contribute to learning. To do this we developed a typology of "levels of impact" of training and another for categorizing training components. Then we asked the question, "In the body of research on training, how much does each kind of training component appear to contribute to each level of impact?"

## LEVELS OF IMPACT

Whether we teach ourselves or whether we learn from a training agent, the outcomes of training can be classified into several levels of impact: awareness, the acquisition of concepts or organized knowledge, the learning of principles and skills, and the ability to apply those principles and skills in problem-solving activities.

*Awareness.* At the awareness level we realize the importance of an area and begin to focus on it. With inductive teaching, for example, the road to competence begins with awareness of the nature of inductive teaching, its probable uses, and how it fits into the curriculum.

*Concepts and Organized Knowledge.* Concepts provide intellectual control over relevant content. Essential to inductive teaching are knowledge of inductive processes, how learners at various levels of cognitive development respond to inductive teaching, and knowledge about concept formation.

*Principles and Skills.* Principles and skills are tools for action. At this level we learn the skills of inductive teaching: how to help students collect data, organize it, and build concepts and test them. We also acquire the skills for adapting to students who display varying levels of ability to think inductively and for teaching them the skills they lack. At this level there is potential for action--we are *aware* of the area, can *think effectively* about it, and possess the *skills* to act.

*Application and Problem Solving.* Finally, we transfer the concepts, principles, and skills to the classroom. We begin to use the teaching strategy we have learned, integrate it into our style, and combine the strategy with the others in our repertoire.

Only after this fourth level has been reached can we expect impact on the education of children. Awareness alone is an unsufficient condition. Organized knowledge that is not backed up by the acquisition of principles and skills and the ability to use them is likely to have little effect.

## COMPONENTS OF TRAINING

Most of the training literature consists of investigations in which training elements are combined in various ways, whether they are directed toward the fine tuning of styles or the mastery of new approaches. From our analysis, we were able to identify a number of training components that have been studied intensively. Alone and in combination, each of these training components contributes to the impact of a training sequence or activity. (As we shall see, when used together, each has much greater power than when they are used alone.) The major components of training in the studies we reviewed are:

1. Presentation of theory or description of skill or strategy;
2. Modelling or demonstration of skills or models of teaching;

3. Practice in simulated and classroom settings;
4. Structured and open-ended feedback (provision of information about performance);
5. Coaching for application (Hands-on, in-classroom assistance with the transfer of skills and strategies in the classroom).

## THE NATURE OF THE LITERATURE

We analyzed more than two hundred studies in which researchers investigated the effectiveness of various kinds of training methods. Determining levels of impact from single and combined treatments was difficult for several reasons. Most training studies were not designed to measure levels of impact on the incremental value of each training component. Rather, research questions were generally focused on differences between treatment and comparison groups.

Conclusions nearly always addressed the issue of whether skills were acquired and demonstrated. The question of transfer at the classroom level was addressed in relatively few studies. Nevertheless, we have developed working hypotheses regarding expected levels of impact from the various training strategies. The hypotheses are extrapolations derived from investigations that examined training elements for their impact on teacher behaviour. Although the conclusions here are working hypotheses, we believe they adequately represent the present state of the literature and that training programs can use them reliably.

No single study used all training components and measured effects at all levels of impact. However, the training literature taken as a whole provides information on many of the possible combinations. For example, simulated practice has been studied for its impact on skills development (Cruickshank, 1968; Vlcek, 1966). Structured feedback has been compared to open-ended feedback and self-observation (Tuckman, 1969; Saloman and McDonald, 1970).

Studies combining modeling, practice, and feedback (Orme, 1966); presentation, practice, and feedback (Edwards, 1975;

Hough, Lohman, and Ober, 1969); presentation, modeling, practice, and feedback (Borg, 1975; Borg, Langer, and Kelley, 1971); and Kallenbach, 1969) have been heavily investigated with respect to skill acquisition and transfer.

Although few studies focused on "coaching to application" as conceived here, several treatments included lengthy follow-up feedback after initial training (and these methods seemed to result in greater transfer at the classroom level). Feldon and Duncan (1978) demonstrated the power of observation, feedback, and goal setting to boost the effects of training, and Borg, Langer, and Kelley (1971) found permanence of fine-tuning skills in a delayed post test after an initial training that included presentation, modeling, practice, and feedback.

Is there a clear demarcation between fine tuning and new repertoire? Sometimes it was unclear if the focus of the study was fine tuning of existing skills or redirection of teaching style. Frequently, pretraining observations of teaching were omitted from the training study, so the level of entry skills was unknown. However, we have applied several general rules of thumb to distinguish the purposes of training. First, if pre-service teachers were the subjects of training, we were most likely to label the training objective "new repertoire" than if in-service teachers were the subjects. Second, training aimed at questioning skills, discussion skills, question wait time, attending to overlooked students, and positive reinforcement of desirable student behaviour were generally classified "fine tuning." It seemed reasonable to assume that these behaviours reside in everyone's repertoire, including teachers and teacher trainees. Thus, if training involved installation of a new curriculum, instruction in inquiry strategies, or unusual models of teaching that departed radically from the usual recitation classroom process, the purpose of training was assumed to be redirection of teaching style.

Was there an awareness of the need for addressing the transfer question in the training research? Apparently, many researchers are aware of the need to assess transfer of learned

skills at the classroom level. Recent carefully designed studies examining relationships between student learning and teacher training have carefully monitored teacher behaviour in the classroom to assure the implementation of new strategies thought to influence student learning. Furthermore, many studies conclude with the observation that application of skills in the classroom should be the subject of future research.

What is the power of individual components? Some components were studied intensively; others were not. We discovered no studies in which presentation alone was the training strategy, but it often appeared as a "control," when it was invariably surpassed by treatments including modeling, practice, or feedback components. Likewise, no studies were reviewed in which practice alone constituted the treatment.

The evidence for modeling and feedback is the clearest. Karan, Snow and McDonald (1971) demonstrated the efficacy of modeling for redirecting teacher behaviour, and Good and Brophy (1974) illustrated the effectiveness of feedback in a powerful one-shot interview based on four months of classroom observation.

How conflicting were the findings? The results of training studies are remarkably consistent. Teachers learn the knowledge and concepts they are taught and can generally demonstrate new skills and strategies if provided opportunities for any combination of modeling, practice, or feedback.

Was the level of impact always discernible? The absence of fine-grained analyses that examine all levels of impact for individuals in a training program leaves many questions unanswered, for example, the percentage of trainees that achieved each level of impact following training. For the purposes of this review, we assumed that skills had been acquired if teachers were observed to exhibit the trained skills or strategies in peer teaching, microteaching, or classroom settings. If observations occurred several months after completion of training and the trained skills or strategies were in evidence, we assumed transfer had been accomplished. Now, what did we find?

## EFFECTIVENESS OF COMPONENTS

*1. Presentation of Theory.* The substance of theory components is the rationale, theoretical base, and verbal description of an appraoch to teaching or a skill or instructional technique. Readings, lectures, films, and discussions are used to describe the approach, its conceptual base and potential uses. In many higher education courses and in-service institutes and workshops, it is not uncommon for presentation of theory to be the major and in some cases the sole component of the training experience. In research it is frequently combined with one or more of the other components.

*Level of Impact.* Either for tuning of style or mastery of new approaches, presentation of theory can raise awareness of increased conceptual control of an area to some extent. However, it is for relatively few teachers that it results in skill acquisition or the transfer of skills into the classroom situation (although there are some people who build and transfer skills from theory presentations alone). On the other hand, when the presentation of theory is used in combination with the other training components, it appears to boost conceptual control, skill development, and transfer. It is not powerful enough alone to achieve much impact beyond the awareness level, but when combined with the others, it is an important component.

*2. Modeling or Demonstration.* Modeling involves enactment of the teaching skill or strategy either through a live demonstration with children or adults, or through television, film, or other media. In a given training activity, a strategy or skill can be modeled any number of times. Much of the literature is flawed because only one or two demonstrations have been made of some quite complex models of teaching, thus comprising relatively weak treatments.

*Level of Impact.* Modeling appears to have a considerable effect on awareness and some on knowledge. Demonstration also

increases the mastery of theory. We understand better what is illustrated to us. A good many teachers can imitate demonstrated skills fairly readily and a number will transfer them to classroom practice. However, for most teachers modeling alone is unlikely to result in the acquisition and transfer of skills unless it is accompanied by other components. Fairly good levels of impact can be achieved through the use of modeling alone where the tuning of style is involved, but for the mastery of new approaches it, by itself, does not have great power for many teachers. All in all, research appears to indicate that modeling is very likely to be an important component of any training program aimed at acquisition of complex skills and their transfer to the classroom situation.

3. *Practice Under Simulated Conditions.* Practice involves trying out a new skill or strategy. Simulated conditions are usually achieved by carrying out the practice either with peers or with small groups of children under circumstances which do not require management of an entire class or larger group of children at the same time.

*Level of Impact.* It is difficult to imagine practice without prior awareness and knowledge; that is, we have to know what it is we are to practice. However, when awareness and knowledge have been achieved, practice is a very efficient way of acquiring skills and strategies whether related to the tuning of style or the mastery of new approaches. Once a relatively high level of skill has been achieved, a sizeable percentage of teachers will begin to transfer the skill into their instructional situations, but this will not be true of all persons by any means, and it is probable that the more complex and unfamiliar the skill or strategy, the lower will be the level of transfer. All in all, research supports common sense with respect to practice under simulated conditions. That is, it is an extremely effective way to develop competence in a wide variety of classroom techniques.

*4a. Structured Feedback.* Structured feedback involves learning a system for observing teaching behaviour and providing an opportunity to reflect on teaching by using the system. Feedback can be self-administered, provided by observers, or given by peers and coaches. It can be regular or occasional. It can be combined with other components; which are organized toward the acquisition of specific skills and strategies. That is, it can be directly combined with practice and a practice-feedback-practice-feedback sequence can be developed. Taken alone, feedback can result in considerable awareness of one's teaching behaviour and knowledge about alternatives. With respect to the fine tuning of styles, it has reasonable power for acquisition of skills and their transfer to the classroom situation. For example, if feedback is given about patterns of rewarding and punishing, many teachers will begin to modify the ways they reward and punish children. Similarly, if feedback is provided about the kinds of questions asked in the classroom, many teachers will become more aware of their use of questions and set goals for changes. In general these changes persist as long as feedback continues to be provided and then styles gradually slide back toward their original point. In other words, feedback alone does not appear to provide permanent changes, but regular and consistent feedback is probably necessary if people are to make changes in very many areas of behaviour and maintain those changes.

*4b. Open-Ended Feedback.* Unstructured feedback--that is, feedback consisting of an informal discussion following observation--has uneven impact. Some persons appear to profit considerably from it while many do not. It is most likely that unstructured feedback best accomplishes an awareness of teaching style and as such can be very useful in providing "readiness" for more extensive and directed training activities. For example, teachers might begin to observe one another informally and engage in general discussions about teaching behaviour and then proceed toward focused attempts at change. Modeling followed by

practice and feedback can be very powerful in achieving skill development and transfer.

5. *Coaching for Application.* When the other training components are used in combination, the levels of impact are considerable for most teachers up through the skill level, whether the object is the tuning of style or the mastery of new approaches to learning. For example, demonstration of unfamiliar models of teaching or curriculum approaches combined with discussions of theory and followed by practice with structured feedback reach the skill acquisition level of impact with nearly all (probably nine out of ten) teachers at the in-service or pre-service levels. If consistent feedback is provided with classroom practice, a good many, but not all, will transfer their skills into the teaching situation. For many others, however, direct coaching on how to apply the new skills and models, appears to be necessary. Coaching can be provided by peers (other teachers), supervisors, professors, curriculum consultants, or others thoroughly familiar with the approaches. Coaching for application involves helping teachers analyze the content to be taught and the approach to be taken, and making very specific plans to help the student adapt to the new teaching approach.

## COMBINATIONS AND COMPONENTS

For maximum effectiveness of most in-service activities, it appears wisest to include several and perhaps all of the training components we have listed (see, for example: Orme, 1966.) Where the fine tuning of style is the focus, modeling, practice under simulated conditions, and practice in the classroom, combined with feedback, will probably result in considerable changes. Where the mastery of a new approach is the desired outcome, presentations and discussions of theory and coaching to applications are probably necessary as well. If the theory of a new approach is well presented, the approach is demonstrated, practice is provided under simulated conditions with careful

and consistent feedback, and that practice is followed by application in the classroom with coaching and further feedback, it is likely that the vast majority of teachers will be able to expand their repertoire to the point where they can utilize a wide variety of approaches to teaching and curriculum. If any of these components are left out, the impact of training will be weakened in the sense that fewer numbers of people will progress to the transfer level (which is the only level that has significant meaning for school improvement). The most effective training activities, then, will be those that combine theory, modeling, practice, feedback, and coaching to application. The knowledge base seems firm enough that we can predict that if those components are in fact combined in in-service programs, we can expect the outcomes to be considerable at all levels.

Now, let us take those components and see what we can predict on our outcome levels. Let us have an in-service experience, a good hefty one, superbly done, that only deals with the theory; we have just discussed the theory of the approach. How many people will transfer in the classroom; will go through all those levels; will become aware; get conceptual control; get skill, and transfer it into the classroom, do something about it? Who thinks ten percent or fewer of us with that kind of experience pick up from that and do anything? Well, you'd be right.

Now let us have a better workshop. Let us take discussions of theory and also demonstrate the teaching strategy--superbly. Now how many people will transfer it to the classroom? It is still less than ten percent after demonstration, as near as I can tell, who will actually pick up the thing and use it. But conceptual control will be much better. We learn theory better when we can see its implications; if our workshop includes theory and demonstration, our conceptual control will go up, but we won't have much effect on the transfer. Are you with me?

Now, let's add practice: we present the theory, we demonstrate the thing, and now we practise it. Teach each other--peer teaching--teach each other micro-teaching and so forth. Now, how many will use the new approach? Who thinks it will be under twenty-five

percent? Well, that is about right. A few more will use it, but still a minority. About one-quarter of us now are fooling around with the thing.

Let us add feedback. We will teach and co-teach others with feedback; you will get a little more, right? But until we go the whole gamut--theory, demonstration, practice, feedback and then co-teach each other in the classroom--we do not reach the point where the majority of us use new skill or strategy as a functioning part of our repertoire, as near as I can tell from the literature. Do you see the implications? Now, how many will if we run the whole gamut? I lecture you about synectics; we demonstrate it eight times; we practise it in small groups, mit feedback; we follow each other in the classroom and watch each other do it. Now what percentage of us will do it? How many think it's over ninety percent? Well, that is the way it is. All of us, just about, master and utilize things taught under those conditions. We, as teachers, are wonderful learners. But you think, "Gee, some people might not like it, they may not use it forever," and all that. That is true, but they will have the capability. In a communal kind of situation they will enjoy it and nearly everybody will try the thing out in that kind of situation, particularly with the coaching going on.

I don't know if you fully believe all this--I am not sure I fully believe it all--but what I am trying to do is give you a sample of an effort to reach toward a model that will address only one tiny piece of the staff-development problem: that is, what kind of training do we respond to in what ways? And the implications of just that excursion are something like this: we can put on a series of workshops, on a series of clinical experiences, and give some idea of what kinds of things we are likely to learn from them. If you see a workshop that has lecture and demonstrations only, what do you know about it? You will only go to the awareness and to some extent the conceptual control level; university courses generally contain only those components. On the other hand, one of the most wonderful

experiments I have seen was where people dropped theory out and just saw the demonstration, practice and feedback. The performance was crummy, which was kind of nice. We do have to know what we are doing.

Future research on training should systematically address the many cells of the training components/levels of impact matrix that currently lack adequate data. An emphasis on the effects of "coaching to application" on "problem solving"--with coaching administered by other teachers, principals, supervisors, and so on--should provide useful information not only on "coaching" as a training strategy but on the relative effectiveness of various training agents as well. If, in fact, coaching by peers proves to boost the magnitude of classroom implementation, an extremely practical and powerful training method can be added to the already tested strategies of theory presentation, modeling, practice, and feedback.

This is just an illustration of what can happen if we dig into only one dimension of staff development and scrutinize the research carefully. We begin to develop a "partial model" that addresses one dimension of the problem.

Before I go, I want to tell you what the future will be like. You are going to generate models for staff development that adequately address the creation of better kinds of social ecologies within which we can work and grow. I believe that the payoff in models of staff development is not going to be so much through training, studies of governance, and whatever, as they are going to be in finding ways to make the school a better place to live and work. Within that environment, staff development initiatives, whatever they are in approaches, can fall on fertile ground. In that funny little elementary school we can do almost anything we want because it is kind of a neat place. I watched another school not far from there where the faculty are divided against each other and there is no positive problem-solving force. And I think our models that are going to pay off are going to be the ones that look at those kinds of problems carefully. I think, second, that we must become more realistic

in looking at our literature and what we do know. Although I was being partly facetious, it would take me three or four hours to take you through that training research adequately. I am convinced that most staff development activity can hardly affect us at all because we are violating the best we know about training. For a teacher trainer seriously to offer a workshop and expect transfer without providing the elements that enable us to learn is simply foolish.

Just one last thought; when we do provide the conditions from which we can learn, the proper conditions, almost any teacher can learn almost any complex teaching strategy and how to use it. One of the things I am very tired of is the complaint that we are not very good learners, we are hard to change, we are moss-backs, we are burnt out, we do not have the energy to go forward. From the training research, I have found something quite different. We are terrific learners. What we have done to ourselves is create a staff development ecology in which we very rarely put together the elements we know we learn from. When teachers plan their own in-service, it just amazes me how quickly they plan the same workshops, the same approaches, and so forth that they have complained about. Very rarely do they say, "Hey, let's each demonstrate our best thing to the other person." Let's start by teaching each other the thing we do best. That just doesn't happen very often. We have all got to take seriously the conditions under which we learn and put those together.

Well, good luck. I hope I haven't made it too much worse than it was when we started. George knew me well enough to think things probably would get worse, but at least, George, the other speakers will look better. My function in a conference is to start by leaving you nowhere to go but up.

*QUESTIONS AND/OR DISCUSSION:*

*Ray Bolam:*

I'll take two points, Bruce. First of all, there were four aims that you outlined for in-service at the outset: you talked about societal, corporation improvement, unit, and idiosyncratic focus. I'd like to support those as a way of looking at things and I'd like to add a European dimension. For example, what has happened at the national level in Britain is that a group has come together to try and identify needs at those four levels, national, local, schools, and individual teacher, and then to look at both the kind of resources that would be necessary to meet the needs so identified, and the sort of activities that would also be needed. So I find that something that I want to give my support to. This is an approach which has found increasing favour in Europe. Perhaps it's because it's easier to adopt that kind of focus in relatively centralized systems, but I should say that even in England which is pretty decentralized (in fact very often decentralization gone mad) we found this particular formulation helpful.

The other aspect that I really was saying "Hear!" "Hear!" very heartily to is the notion of ecology of the school and its importance. I really do believe that unless we start from the school and look within as it were, and then start looking out, rather than what too often happens--particularly on this side of the Atlantic--starting from the outside and looking in, then, I think all our in-service efforts and indeed much of the efforts that we've made in, let's say curriculum development and dissemination, are doomed to failure. The working reality of schools is so complex; the principle factor I always find is lack of time, which was highlighted for me recently on a T.V. program in England on the Covent Garden Opera Co. The cast said, "It's a lovely place from the outside where the audience sits but inside what you find is that it's incredibly tight--no space at all." Everybody agreed that what they needed more than anything else was more space. And I thought, now if you asked any teacher, anywhere in the world,

what he wanted, very rarely would he say "space". Every teacher I know would say "Time. That is what I need more of to do what I want to do." And that is one of the things that must be addressed in looking at the ecology of the school.

If we move out from that--again a European perspective--I think perhaps in Sweden this notion of ecology has been taken more seriously than anywhere else. They quite explicitly said, "We are a social democratic country: the schools ought to be social democratic." They adopt an ideological stance in other words. But having done that they then said, "Now let's address the needs of particular schools, particular sites, particular communities working with schools, and see what the implications of those are for the particular schools at this time. They start, therefore, by saying, "How can we help the teachers in these schools become what we think they ought to be." To that extent it's top down; nevertheless, it does start from their working reality. So that's my second, "Hear!" "Hear!"

I have some doubts about the stress you lay upon the model you offer at the end. I am skeptical about the ninety percent--even when you do the lot--because it seems to me what we are offering teachers, even with that much more sophisticated, developed, model of training and learning, is nevertheless a complex innovation. That, however well you equip them to do it, when it comes down to it, the individual teacher is a part of that social system. In England..where we've adopted just that kind of strategy, we still find that behaviour doesn't significantly change. So, while it's clearly something one would want to address, and one would want to adopt rather than some of the more primitive things we do at present, I am not confident that it would achieve ninety percent.

Response: *Michael Fullan*

I thought that when Bruce first started off with the story and talked about the confusion he had encountered, and told the story of the four teachers--the two that hadn't read any books

and didn't do anything, and the other two who had taken advantage of every in-service opportunity they could--that he was going to go on and say that they'd followed up their teaching and found the two moribund teachers to be the most effective. But he wasn't that discouraging.

I have three reactions that are interrelated. The first one is really a sense of agreement regarding the wastage of time and energy in in-service education. It seems to me, from the studies, and what Bruce has cited, that one form of progress would be to cut down on the waste of in-service education. That would be a real accomplishment. Somewhat related to that is probably the orientation people have now to in-service education compared to ten years ago when new programs were introduced. People have been hurt frequently and so are skeptical about programs that come along. A great deal of pessimism also exists that makes it difficult to work with those good examples that do come along. I think that the whole theme of the conference with its implicit assumption that we need to increase our efforts on in-service education, which all kinds of agencies are now advocating, is one that we should look on skeptically in terms of whether it will lead, on balance, to a lot of wasted energy or productive energy.

The second point, which follows from that and ties in to the last things that Bruce was talking about, is the need to identify and understand what makes good in-service work. I hope the discussion groups and other speakers will try to accomplish some of that by the end of the conference. We need to have criteria, to sort out the good and bad forms and to be able to understand in both a conceptual and practical way why certain types of in-service education work and why others do not. And that will relate to things like the ecology of the school, the role of individuals in schools, and some of the things I want to deal with on Friday.

And the last point, which is, even if we do everything right it is still to me a large problem. Because, we can have the model that was described at the end--the components of theory

and demonstration, practice, feedback, and coaching--which I agree will be a successful model if people would use it, but the problem is not so much formulating what would be a great in-service model (I think that's part of the problem) but the other problem is that we would run into the realities of the differing school systems that Bruce referred to in comparing those two schools. So, even if we have this great model, or a good model that makes a lot of sense and will work if it's tried, we are faced with the problem of being able to work with different school systems, many of which have no interest and where it would be impossible to get started. I think that's where we are going to end up confronting the problems.

Response: *Lou Rubin*

Well, I think we've been treated to vintage Joyce; a truly first-rate presentation. The first argument is that in-service is a problem of consummate importance which has only come latterly to Canada. The main thrust of the movement started in the U.S. It did not start because we suddenly discovered that in-service was terribly important. It started because the pre-service market died out and it was only when all of those dudes who were involved in pre-service had nothing to do and got frantic because of the bloody pill; a bad metaphor but I'll let it go. Because of the pill we were wanting for kids and because we wanted for kids the pre-service market died out and lots of people turned to in-service. Be that as it may, it has yet, I think, to attract its true merit of attention.

I'll make you a proposition: I'll walk the streets of Vancouver this afternoon and I'll pick one hundred teachers; I'll pick one hundred people on these criteria: 1) they have a university degree in anything; 2) they like kids; and 3) they have some feeling for getting along with others. Those are the three characteristics I'll look for and then I'll match that pool of one hundred with another population of one hundred that

has a full teacher-training preparation program from Columbia, or Harvard, or Yale or Berkeley or wherever. And I'll bet you my shiny red scooter that inside of three years you couldn't tell one group from the other.

Great teachers are not made at the University of Illinois, or Stanford, they are made in the schools and for that reason it's awfully easy to overlook the consummate importance of in-service because it is the in-service activity that makes or breaks a great teacher. Take all of the talent in the world, put it in an infertile situation and you end up with a poor teacher. Take modest talent, and put it in a very fertile environment, and you come closer to realizing its potential.

The second point that Bruce made that I think extremely important, is that he said, "Let me tell you my problems and let me make some suggestions as to how you go about formulating a model." And I want, parenthetically, to twit Ray Bolam. It is said that there will always be an England, and I am inclined to think that there will always be an England because England changes so damn slowly. Because, I've been playing some games on my own, and I would be inclined to believe the ninety percent figure. That may be our great debate of the forum these three or four days: whether or not ninety percent is the right figure. While indeed we do have extraordinary difficulty getting change into the classroom, it is that usage and feedback mechanism which seems to make the difference. So, we'll have to push Professor Bolam a bit more as to why he feels that that figure is overly optimistic. But the point I want to make is that Joyce spoke not of "Do it my way"; this is Joyce's version of the good, the true and the beautiful. Rather he said, "Here are some ways of going about it." I think that is of great importance because it means that in one place you go about it one way, and in another situation, you go at it another. Victoria doesn't do it the way Vancouver does it; there is room for great freedom. You know, they once asked Michaelangelo, "How do you carve a horse?" And he said, "Why it's very simple: you take a block of marble, you look at it,

and you cut away the part that's not a horse. And that's all there is to it." Now there is a great sculptor and a lousy teacher. In that sense Joyce was saying, "Here is the way I carve my horse." I don't think it would work for all of us because we don't all see blocks of marble in precisely the same way. But those ingredients that he outlined, I think are a valuable tool in devising other kinds of models that do make for potent rather than impotent in-service.

I suppose the third thing that I would note is his speaking about the ease with which we make the shoddy appear to be satisfactory. There is a fundamental premise of human behaviour: if you can survive something it's good enough, and the inclination to make it better is not very powerful. And we have survived an awful lot of very, very bad in-service. It goes on--it goes on all of the time--it goes on almost everywhere; and it goes on most of the time rather badly and we are expert, not at making it better, but at camouflaging its poorness. We are superb at decor, at covering up. I think what Bruce was suggesting is that perhaps too much of our energy has gone into the camouflage of something which is fundamentally irrational and unpromising, and too little has gone into the search for viable alternatives that have genuine promise.

George Ivany:

I would add one little note to the great debate. I also tend to agree with Bruce that ability to change behaviour on the kind of model that he outlined is damned near one hundred percent. I remember Bruce providing external brilliance to several doctoral students in a models of teaching project. And, for whatever reason, when you took groups of teachers and ran them through that kind of training program, you could produce almost any kind of prior-determined behaviour, perfectly. (We also knew what happened to that behaviour when they got abandoned and left in normal schools.) But the idea of being able to shape the behaviour perfectly so that it was understood

and skillfully demonstrated can be done through that kind of model. I think the difficulty is beyond that: whether it lasts, whether it can stand the kind of tests around it.

# II

# PRIORITIES IN INSET: AN INTERNATIONAL PERSPECTIVE

*INTRODUCTION:*
*NAOMI HERSON*

You know, those of us who represent the university sometimes feel the sting a little in a remark attributed to George Bernard Shaw who commented that grandparents and children had a great deal in common because they had a common enemy. I can only hope parenthetically, that we don't feel that way about our pre-service and post-service activities at the universities.

However, to get to the task at hand, I am very pleased today to be chairing this session and to be here with you to hear our distinguished speaker, Ray Bolam, who comes to us from the School of Education at the University of Bristol. Ray has been very active in two areas that are related to the theme of this conference: the induction of teachers when they first start in the profession; and as his title indicates: in-service education and training of teachers.

Ray has been very active in England but his activities have also extended to at least sixteen countries associated with the United Nations; he has consulted in the United States and so is familiar with the North American scene; and he has also acted as an advisor for the government of Pakistan. So, today, as he addresses us he brings an international perspective and a wealth of experience. It is my pleasure to give you now, Ray Bolam.

CHAPTER 2

# PRIORITIES IN INSET : AN INTERNATIONAL PERSPECTIVE

RAY BOLAM

## *INTRODUCTION*

This paper has three broad aims: first, to disseminate information about trends in recent thinking about INSET, (In-Service Education and Training), particularly amongst O.E.C.D. member countries, outside Canada and America; second, to give a brief account of a recent project which has been given high priority in England; third to consider briefly some implications for INSET policy in any one country.

## *THE O.E.C.D. PROJECT ON INSET*

Even at the outset of the project, in 1975, it was very clear that informed professional opinion in several O.E.C.D. Member countries was virtually unanimous in recommending that a very high priority should be given to the expansion and improvement of in-service training as an investment in the future quality of the teaching force. This agreement about the importance of INSET had given rise in several Member countries to a detailed consideration of necessary changes in its nature, scale, costs, organization and structure.

It was against this background that the U.S. National Institute of Education (NIE) and the O.E.C.D. agreed to sponsor

jointly an international project on innovative approaches to INSET (see Diagram 1). Reports were commissioned from leading teacher educators in the following countries: Australia; Canada; France; Germany and Switzerland; Japan; the Netherlands; Sweden; United Kingdom; United States. A post seminar contribution from Italy was later added. Each report contained an outline of the national context and the main features of INSET: several intensive studies of innovative approaches to INSET; conclusions on the implications of the case studies for the future of INSET. These national reports were discussed at an international seminar which was held in Philadelphia, Pennsylvania from June 27th to July 3rd, 1976.

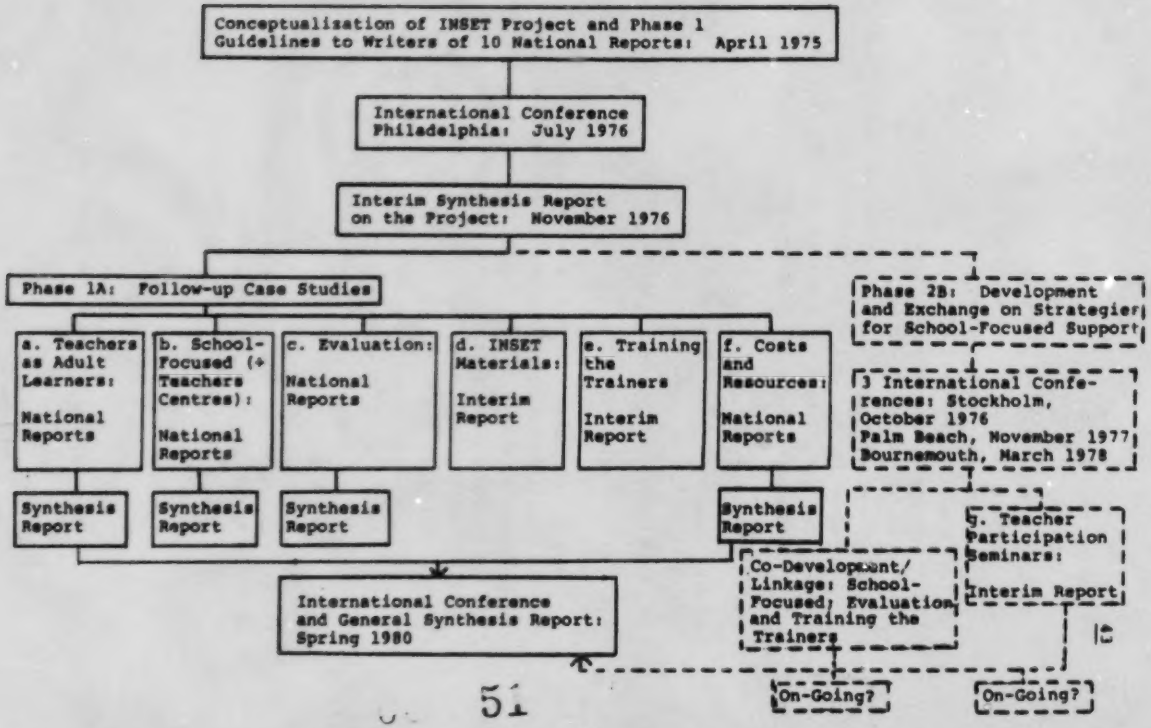
As the conclusion to this first phase of the project, a synthesis report (Bolam, 1976) was produced and priorities for Phase 2 follow-up activities were identified. In fact, Phase 2 of the project took two forms. First, in Phase 2A, as described below. Second, in Phase 2B (which is funded by the participating countries and not by NIE) a series of co-development activities have been organized. These have taken the form of nationally sponsored conferences, seminars and site visits for practitioners and researchers. Phase 2A of the project will conclude with a conference and general synthesis report, both of which will take account of the Phase 2B activities, later in 1979. The Phase 2B activities will continue on a group and bilateral basis as long as the participants consider them worthwhile.

Seven major topic areas have emerged as priorities during Phase 2 of the project. Since they may reasonably be said to reflect some of the main priorities of the participating countries, they are presented briefly below in the form of a progress report.

a) *The Contribution of Adult Learning Theories and Practices to INSET*

The experience of providing learning opportunities for adults outside the formal system of education and training has not yet penetrated the teacher training and retraining world. Several key topics were identified in the Phase 1 interim report:

The OECD/NIE Project on INSET 1975-80


Conceptualization of INSET Project and Phase 1 Guidelines to Writers of 10 National Reports: April 1975
International Conference Philadelphia: July 1976
Interim Synthesis Report on the Project: November 1976
Phase 1A: Follow-up Case Studies
a. Teachers as Adult Learners: National Reports
b. School-Focused (+ Teachers Centres): National Reports
c. Evaluation: National Reports
d. INSET Materials: Interim Report
e. Training the Trainers Interim Report
f. Costs and Resources: National Reports
Synthesis Report
Synthesis Report
Synthesis Report
Synthesis Report
International Conference and General Synthesis Report: Spring 1980
Phase 2B: Development and Exchange on Strategies for School-Focused Support
3 International Conferences: Stockholm, October 1976 Palm Beach, November 1977 Bournemouth, March 1978
g. Teacher Participation Seminars: Interim Report
Co-Development/ Linkage: School-Focused; Evaluation and Training the Trainers
On-Going?
On-Going?

i. The adaptation of the general knowledge base in adult learning to the specific needs of INSET programmes for teachers.

ii. The relationships between continuing education, personal development, incentives of various kinds and career developments.

iii. The specific implications of the predominance of women in the teaching profession.

iv. The implications and possibilities of organizing INSET for teachers alongside other "helping" professionals.

This follow-up activity has involved the preparation of several national reviews of literature and experience. The synthesis report is being written by Dean Corrigan, University of Vermont, U.S.A.

b) *The Role of the School in INSET*

The Phase 1 interim report recorded general agreement that the actual and potential role of the school in INSET ought to be explored and documented. This called for a careful analysis of the conditions needed for the successful implementation of an approach which tries to respond to both teacher and the system needs. The following topics were suggested for consideration:

i. The definition of and rationale for school-focused training in the continuing training of teachers. What characterizes schools which successfully operate such approaches?

ii. The role of the "peer-group" and the emergence of new training roles: professional tutors, pedagogical advisers, research coordinators, consultants, etc.; the specific roles and training needs of those who facilitate school-focused INSET.

iii. The characteristics and coordination of support structures for effective school-focused training, e.g. universities, colleges of education, research laboratories. Because of rapidly developing interest

in and experience of them, the role of teachers' centres in school-focused INSET would repay particular study.

iv. How can the effectiveness of school-focused INSET be evaluated? Is it cheaper than traditional approaches? How can it be incorporated in an award-bearing structure (e.g. M.Eds. and Ph.Ds)?

This activity has in many ways been the most significant of all, not least because it has figured prominently in both follow-up Phases. In Phase 2A several national case studies have been written, with some emphasis on the role of teachers' centres; the synthesis report will be prepared by Ken Hewey, University of Minnesota, U.S.A. In Phase 2B, three international seminars have taken place and each has involved working papers and a synthesis report. The initiative for this Phase 2B activity has sprung to a considerable extent from the Department of Education and Science (England and Wales) which has also funded three major research and development projects on school-focused INSET and published a discussion document for all schools (Bolam (ed) 1978).

c) *The Evaluations of INSET*

The Phase 1 interim report concluded that there was general agreement among researchers, administrators and teacher educators about the urgent need for viable models and strategies for the evaluation of INSET. These needs should be studied at several levels:-

i. A critical review of the theory and practice of evaluation in INSET and related fields like curriculum and action research.

ii. The development of a comprehensive methodology for large scale and external evaluation of INSET programmes.

iii. The development of methodologies for formative and summative evaluation of courses and programmes which can be easily administered internally by INSET providing agencies.

iv. The improvement of the research and information base at regional and national levels so that the planning and implementation of INSET policies can be made more effective.

v. A consideration of the relationship of evaluation to the problems of identifying agreed aims for INSET at the five main system levels.

In Phase 1A, several national reports have been prepared (e.g. United Kingdom, Denmark, Sweden and U.S.A.) and the synthesis report will be written by Tom Fox, University of Wisconsin - Madison. In Phase 2B, several seminars and inter-project visitations have been organized in connection with the evaluation of school-focused research projects in England, Sweden and Denmark. INSET evaluation is currently of considerable interest in the U.K. (vide Elliott, 1977; Henderson, 1978; Bolam, 1979).

*d) New INSET Materials*

The Phase 1 interim report concluded that INSET providing agencies and individuals have a central part to play in the improvement and development of effective INSET programmes, methods and materials. Three topic areas were identified for study:

i. What kinds of new INSET materials and approaches exist in member countries, how effective are they and to what extent can they be adapted for use elsewhere?

ii. What types of teacher training programmes can be developed that use, among other things, original and/or adapted training materials, self-directed and self-selected training experiences, distance teaching methods, performance-based methods, and applications of research findings to teaching? What problems must be resolved to make such a training programme functional?

iii. Is one type of programme more effective than another in changing teachers? Changing pupils? Changing the organizational structure of the school?

In Phase 2A, two international seminars have been organized around this theme and have involved extensive study of actual materials and media. An interim report has been prepared by Cy Maxwell at OECD/CERI.

e) *Role and Training of Teacher Trainers*

The Phase 1 interim report concluded that it was of critical importance for trainers to be adequately equipped in terms of skills and materials to carry out their tasks; that a great deal of relevant work was on-going in other countries; and there was a need to identify those approaches which are adaptable and generalizable to other settings. Two major themes for future study were identified as:

i. A survey of existing knowledge about the training needs of, and current training programmes for, the principal teacher trainers; this would be conducted in relation with the findings under a, b, c and d above.

ii. The identification of the merits of comprehensive national strategies for training teacher trainers compared with ad hoc approaches aimed at new roles (e.g. school-based professional tutors)?

In Phase 2A, an interim report has been written by Bill Mulford of Canberra College of Advanced Education, Australia. It may well be that further follow-up activities will emerge since it is clear that this is of considerable interest, certainly in the U.K. (vide Bolam, 1977, and Bolam et al, 1979).

f) *Costs and Efficient Utilization of Resources*

The Phase 1 interim report concluded that there was a paucity of comparable information about existing INSET resources and costs and that there was a clear need for a comparative study of at least three main aspects of this problem:

i. Methods and procedures for utilizing and providing for INSET at national, regional, local, institutional and programme levels.

ii. Methods and procedures for calculating the costs of INSET at these same five levels.

iii. Methods, procedures and problems of making international comparisons of INSET resources and costs at these five levels.

In Phase 2A, several national reports have been written (e.g. Australia, Denmark, Sweden, France, U.K. and U.S.A.) and a synthesis report is being prepared by Philip Kaplan, an O.E.C.D. consultant. There is no doubt that this is regarded as both an important and intractably problematic aspect of INSET. For example the D.E.S. in England has recently tried to obtain reliable cost data but has encountered great difficulty (D.E.S., 1978).

g] *Participation and Governance*

During Phase 2B, those engaged in the co-development work concentrated on an aspect of the Phase 1 interim report concerning the extent to which teachers and others participate in decision making about five key INSET tasks:

i. Release and financing of teachers to undertake INSET.

ii. Content and methods of INSET programmes and activities.

iii. Validation of INSET awards.

iv. Accreditation and certification related to INSET awards.

v. Co-ordination of INSET provision.

An international seminar was organized and Norman Evans of the Cambridge Institute of Education will write an interim report. INSET governance is of central interest in England and Wales, where the national Advisory Committee on the Supply and Training of Teachers has recently produced a discussion paper entitled "Suggested Functions of Regional Committee for Induction and In-Service Training of Teachers".

*PROFESSIONAL TUTORS AND PROFESSIONAL DEVELOPMENT: A NATIONAL CASE STUDY.*

This section gives a brief and partial account of attempts in the U.K. to follow-up the James Report's recommendations that

professional tutors should be appointed in each school as a means of promoting professional development and school improvement. Some emphasis is given to the pilot induction schemes because of their inherent importance in the U.K. and because other countries (e.g. Australia : vide Tisher, 1978 and the U.S.A. : vide MacDonald, 1978) have expressed interest in them.

The problems of beginning teachers have been a matter for concern in the United Kingdom for some time. In 1972, the James Report (D.E.S., 1972) concluded:

> Nothing has impressed, or depressed, us more than the gross inadequacy of the present arrangements for the probationary year.

The committee based this conclusion on a comparison between the theory and actuality of probation and induction:

> It is difficult to write in measured terms of the gap which here separates theory from practice. The theory is irreproachable. The young teacher, coming fresh from college or department of education, has been given some of the basic skills. He now needs practice under genial and expert supervision to develop those skills, to mature his style, to relate the theory he has mastered to the practice in which he is now involved. His college teachers maintain a lively interest in him. His wise seniors in his first school introduce him, by example and precept, to an understanding of professional attitudes and to an appreciation of what his particular school is, how it works, how decisions are taken, how parents are involved. The specialist adviser of the L.E.A. helps him, introducing him to other young people working in similar fields, involving him in a programme of further training and consolidation. An enlightened headmaster ensures that both the weight and the character of the timetable given to the young teacher reflect the special conditions of his first year of salaried employment. Such an account would probably surprise most of the probationary teachers who might read it. No doubt, practices vary and some L.E.A.s, schools and colleges are more conscientious and successful than others.
> Nevertheless, the characterization which follows will be recognized by many as uncomfortably near the truth. The probationary teacher, in fact, leaves his college on the last day of term and never hears of or from it again. Nor does the school to which he goes communicate with the college, even if difficulties arise. He is pleasantly received at his school (as would be any newly appointed member of staff, whether or not in a first appointment) and introduced, formally or informally, to the ways of the place. No one suggests to him that he is in a special situation, or entitled to unusual help. He may be invited

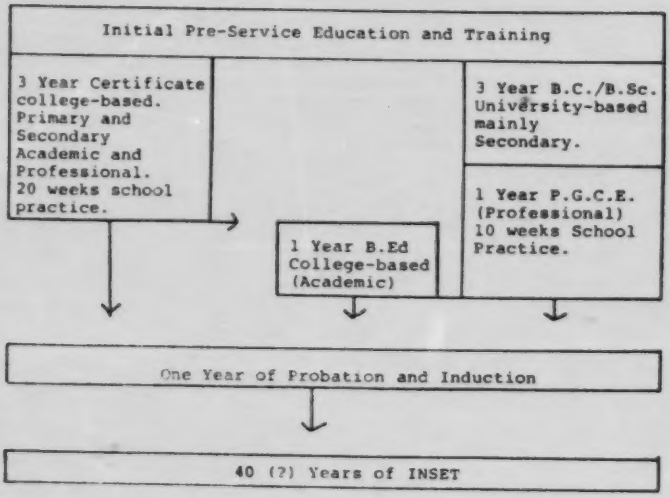
> by the L.E.A. to attend a tea party but will probably not go and, if he does, that will be his last meeting with its officers or advisers. He teaches a full time-table including one or two of the notoriously difficult groups of pupils. No one goes near him in the mistaken belief that to do so would be to interfere with his professional integrity. At the end of the year he receives a note informing him that the probationary year has been satisfactorily completed, and he is now a fully qualified teacher. This gap between theory and practice reflects an equally alarming gap between the interpretation of the probationary year by colleges and departments on the one hand and schools on the other. Colleges rightly insist that a profession should accept a major responsibility in incorporating its own members and, in any case, they cannot themselves do everything, and cannot produce a standard and universally valid form of training which will enable everyone to do everything everywhere. The schools rightly insist that "the system" does in fact presuppose that a new teacher is fully trained, and they are given neither resources nor encouragement to become effective partners in the training.

A more detailed account of this gap between theory and actuality was provided by a University of Bristol national survey of probationer needs and induction procedures (Taylor and Dale, 1971), to which the James Committee referred.

It should be remembered that the first year teacher's initial training will have been one of broadly three types: a three-year certificate course; a three-year certificate plus a B.Ed year; a three-year bachelor's course plus a one-year postgraduate certificate course. These three types are illustrated in Diagram 2. It should also be noted that the content of initial training is largely controlled by the initial training institutions, although the advent of the Council for National Academic Awards (C.N.A.A.) has given a greater say to representatives of the profession and the L.E.A.s; that initial training has two purposes - higher education and professional training; and that it includes from ten to twenty weeks of unpaid but reasonably realistic practice teaching. Within this context, it was generally agreed that the problems faced by teachers in their first year of service warranted separate attention because they were distinctive and different from the school practice situation in the following respects:

a. probationers received a full salary;
b. provided they completed the probationary period satisfactorily they had tenure for life;
c. they had a full teaching load;
d. they had full responsibility for a class;
e. they received no supervision from their ex-college and only minimal supervision from their school;
f. they received uncertain support from peers;
g. their value orientation and reference group was based within the school culture whereas as students it had been within the college culture;
h. they were committed to the same children, colleagues and job for at least one year, probably longer;
i. they had a high and specific commitment to their school and pupils;
j. they had a very high exhaustion rate;
k. their personal and social circumstances were often undergoing considerable change.

Diagram 2: The Structure of Teacher Education in the U.K.


Initial Pre-Service Education and Training
3 Year Certificate college-based. Primary and Secondary Academic and Professional. 20 weeks school practice.
3 Year B.C./B.Sc. University-based mainly Secondary.
1 Year P.G.C.E. (Professional) 10 weeks School Practice.
1 Year B.Ed College-based (Academic)
One Year of Probation and Induction
40 (?) Years of INSET

The declining birth rate led to an over-supply of teachers but also created the opportunity to improve the lot of the first year teacher. Experimental pilot schemes were funded by the Government: two authorities - Liverpool and Northumberland - but longer term plans implementing improved induction arrangements have been delayed by the period of economic restraint since 1973. Nevertheless, there is support from both major political parties for the policy that a planned induction programme should be available for all new teachers and many local education authorities (L.E.A.s) are now developing their own schemes.

To facilitate these developments, the Department of Education and Science produced a booklet "Making Induction Work" (D.E.S., 1978), and issued it to all L.E.A.s, based upon the experience gained in the pilot schemes. The three main features of these Liverpool and Northumberland schemes were:

a. beginning teachers had a reduced (75%) teaching load;
b. internal teacher tutors provided school-based induction training and support;
c. external professional centres (e.g. colleges and teachers' centres) provided induction courses, consultancy and resources.

The two schemes together with some "unsponsored" schemes in other L.E.A.s, were evaluated by a team based in the universities of Bristol, Liverpool and Northumberland. Two interim evaluation reports were widely disseminated (D.E.S., 1976 and 1977) and final reports are now available (David, 1979; McCabe, 1978; Bolam, Baker and McMahon, 1979). A summary of the main practical recommendations arising from this evaluation is appended to this paper. The University of Bristol School of Eduation has now been funded until 1981 to disseminate these findings with particular reference to the role and training needs of the teacher tutors.

As a first step, a Resources Handbook for Tutors is being compiled in an attempt to re-formulate the research findings in a helpful and practical format. For instance, a chronological

framework of probationer needs, devised from earlier research work at Bristol (vide Taylor and Dale, 1971; Bolam, 1973) will underpin the book's structure. Its six stages are best understood within the chronology of the school year:-

| | |
|---|---|
| Pre-service | 1. Appointment and placement |
| | 2a. Orientation |
| Autumn term | 2b. Orientation |
| | 3. Adaptation |
| | 4a. Assessment |
| Spring term | 5a. Development |
| Summer term | 5b. Development |
| | 4b. Assessment |
| | 6. Overview. |

The probationers' needs begin at the time of appointment. Following this, orientation to the routines and procedures of the school and L.E.A. can take place during a pre-service visit or during the first days and weeks of the autumn term. The adaptation period is one in which the probationer is coming to terms with, and reconciling, the frequently conflicting demands of the school, the pupils, his own inclinations and the advice given in initial training. In short, he is formulating his own teaching style in a particular context and to do so he needs support and encouragement. Towards the end of the autumn term, most L.E.A.s ask the head to complete a progress assessment form so that probationers at risk can be identified. From about Christmas onwards, most probationers have settled in and are ready for training activities to meet their professional development needs. The final assessment form is usually completed towards the end of the summer term and can be used to stimulate an overview both of the past year's experience and of career and in-service education and training opportunities during the second year and beyond.

a) *The Tutor's Role*

One Northumberland secondary tutor, (Wesencraft, 1976) describing some of the practicalities of the job, says that as a tutor she is involved in working with the timetable planner to arrange the necessary release time for probationers; welcoming the new teachers during their pre-service visits and coordinating the briefing materials given to them; organizing seminar groups

for probationers in which experienced colleagues also participate; giving a weekly tutorial session to each probationer; arranging visits to other schools; and generally coordinating the contributions of heads of department and other staff to the induction scheme.

Naturally, the job differs somewhat in the primary school--for example, group seminars are less likely--and the role of the peripatetic tutors in the unsponsored schemes is even more different. However, all tutors have one problem in common: how to provide effective help which is relevant to the needs of the probationers as a classroom teacher. The evidence from the two main schemes is that tutors have been reluctant to enter their probationers' classrooms to observe them teaching even though it was part of their job specification. The two main reasons given are that this might reduce the probationer to the status of a student teacher and that, in most schools, there is no tradition of observing colleagues teaching. Of the many professional issues raised by these findings, two are directly relevant to the present theme: What indirect information about teaching can tutors obtain without going into the classroom? What approaches are open to them if they go into the classroom?

The most satisfactory way of obtaining detailed and systematic indirect information about probationers' classroom work is to ask the probationer for a self-report which could take the form of an oral account, a written account, or an audio-tape of a lesson, supplemented by lesson notes and examples of children's work. Once the tutor does enter the probationer's classroom several broad options are open to him. He may simply sit at the back and take no part in the proceedings; he may move round the room talking to the children individually; he may assist the probationer without actually teaching; he may engage in joint or team teaching with the probationer; or he may take over the teaching entirely for a short period. Any of these may be useful for particular purposes, but to be really effective they need to be grounded in an appropriate strategy. One such strategy is clinical supervision and the best known account (Cogan, 1973), identifies eight crucial

steps in the clinical supervision process:

1. establishing a good probationer-tutor relationship so that the probationer is reasonably ready to accept advice based upon direct classroom observation;
2. joint planning of a lesson or teaching sequence;
3. joint planning of the tutor's observation strategy;
4. observation of teaching;
5. separate analysis of the lesson and record of observation;
6. planning of the supervision conference by the tutor;
7. the clinical supervision conference between tutor and probationer;
8. renewed planning of the next phase in the light of this experience.

However, the evaluation data indicate that few pilot scheme tutors adopted this approach, partly through lack of time, but mainly because they were unfamiliar with it and the underlying skills on which it depends.

b) *Tutor Training*

The pilot scheme experience has made it possible to outline the broad structure and content of an effective tutor-training scheme with reasonable confidence. It is clear that a preparatory course, however desirable, is not in itself sufficient; tutors in the two main and several unsponsored schemes have indicated firmly that they also want on-going, in-service support and training while they are carrying out their new roles. The content of the course will probably be aimed at the three main attributes--attitudes, knowledge and skills--needed to carry out the role. The pilot scheme training efforts concentrated on attitudes and knowledge but skills related to five key tasks have now been identified:

1. clinical supervision;
2. micro-teaching;
3. interaction analysis;
4. inter-personal communication;
5. innovation management.

c) *The Wider Context*

Developments in induction are not, of course, taking place in isolation. As implied in section 2b above, the ideas outlined in the James Report and elsewhere (e.g. Hoyle, 1973) about the need for schools to develop their own in-service policies and programmes and to appoint professional tutors with so-called triple-I responsibilities (initial, induction and in-service) to coordinate their implementation have taken root. For example, Baker, 1979a, has evaluated a scheme in Leeds which has adopted a triple-I role for tutors and a research project is currently underway in four L.E.A.s to evaluate the effectiveness of school-generated INSET. The thinking behind this project is illustrated by the following quotations from a widely disseminated D.E.S. discussion paper (Bolam, (ed), 1978).

> INSET is a voluntary professional activity which depends for its success upon the goodwill of teachers. It is therefore vital that it should be relevant to staff needs and of high quality. Too often in the past it has been thought of only in terms of individual teachers attending courses which are designed and provided by outside agencies. This discussion paper, while recognizing the extremely valuable contribution made by such courses, sets them in the context of a wider approach in which teachers and schools also plan their own INSET programmes in the light of needs which they have identified.
>
> Naturally this approach raises many questions and some of these are asked in the following pages. But the fact that many schools are already moving in this direction indicates that these questions can be answered. As a first step to sharing ideas about this approach this discussion paper suggests four practical steps that any school can take to plan its own programme:
>
> 1. identify the main needs;
> 2. decide on and implement the general programme;
> 3. evaluate the effectiveness of this general programme;
> 4. follow-up the ideas gained.
>
> INSET needs can usefully be considered at three main levels:
>
> 1. the needs of individual teachers;
> 2. the needs of functional groups within the school;
> 3. the needs of the school as a whole.
>
> Staff also need information about the type of INSET available. Outside courses, short and long, award-bearing or not, will probably be uppermost in their minds and the great value of such INSET should certainly not be under-estimated. However the wide variety of options, both in

terms of courses and other approaches, is worth stressing, as the following examples indicate:

1. A home economics teacher spends a day in another school to find out about a new child-care course;
2. two deputy heads in very different primary schools exchange jobs for one week to broaden their experience;
3. a large comprehensive school timetable frees staff for one week each year to work on materials preparation with the resource centre coordinator;
4. two colleagues in the same school systematically observe each other teaching over a term and discuss their observations after each session;
5. a group of comprehensive school staff developing a new integrated-studies curriculum invite a teachers' centre warden to coordinate a term-long school-based course involving outside speakers;
6. a college of education offers a week-long course for primary schools for four weeks in succession. Each of four members of staff attend in turn thus having a similar experience. College staff follow-up by visiting the schools;
7. two L.E.A. advisers offer a school-based course of eight weekly sessions on primary maths. They spend from 3.0 to 3.45 working with teachers in their classrooms and from 4.0 to 5.30 in follow-up workshop/discussion sessions;
8. a university award-bearing course for a group of staff from the same school includes a substantial school-based component;
9. a school runs a conference on "Going Comprehensive" which begins on Friday morning, in school time, and ends on Saturday afternoon. Outside speakers include a chief adviser, a comprehensive head and a university lecturer. As a result several working parties run throughout the following year.

A small but steadily growing number of L.E.A.s and schools are adopting this approach and designating staff with some form of professional tutor responsibilities. One such person has triple-I responsibilities but in many schools these are split between two or more experienced staff. In Diagram 3.4, for example, a deputy head coordinates the professional development programme and concentrates on that aspect aimed at experienced teachers. He is assisted by a tutor who looks after probationers and student teachers. The school's professional development committee is chaired by the deputy head, with the tutor acting as secretary, and the membership is made up of teacher representatives, the L.E.A.'s general adviser for the school, and the liaison tutor from the college of education.

Clearly the tutor's role here is very different from the pilot induction schemes. Indeed, it is reasonable to conclude that there is unlikely to be a single model for the tutor role. It will vary according to several factors: for example, whether the school is primary or secondary, small or large and how the head chooses to define the job--for initial and/or induction and/or in-service. Diagram 3 is designed to illustrate some of the main possible variants and how these alter the tutor's tasks and role-set. In turn, they also demonstrate the need for different types of training for different types of tutor.

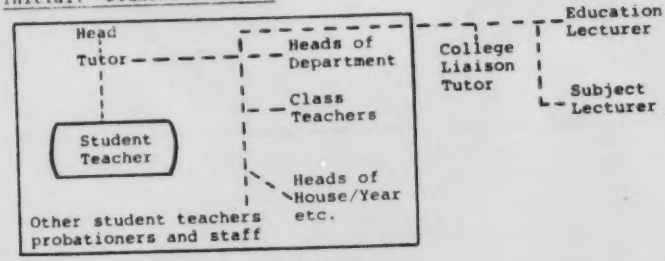
## *PRIORITIES IN INSET: SOME IMPLICATIONS*

All seven of the themes covered in the O.E.C.D. projects are essentially to do with INSET processes and procedures but, of course, there are major substantive tasks and problems in education to which INSET may be expected to be relevant. The Phase 1 interim report concluded that there was broad agreement that INSET should be directed at several such key task areas:

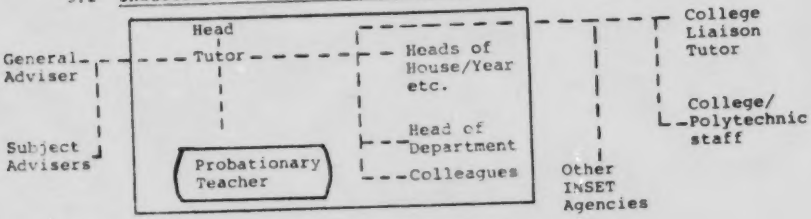
a. the curricular problems associated with the needs of the 13-16 age group;
b. the needs of special school populations, such as immigrant groups, multi-ethnic communities and disadvantaged rural communities;
c. the needs associated with particular subjects, notably science and mathematics, and student groups, notably those with special educational needs (i.e. variants on the mainstreaming problem);
d. the new demands on teachers caused by the radically changing nature of school-community relationships e.g.
   - relations between education and working life
   - renewed community demands for accountability related to educational standards and assessment;
e. the curricular and organizational consequences of declining enrolments;
f. the strategic need to provide adequate INSET for those with internal school management responsibilities (Bolam, 1978, p.46).

Diagram 1 - Professional Development in Secondary Schools: Suggested Roles and Procedures

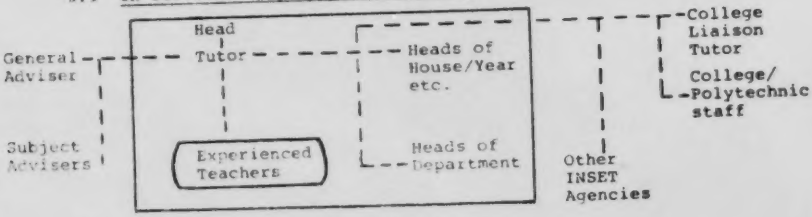
3.1 Initial: Student Teachers



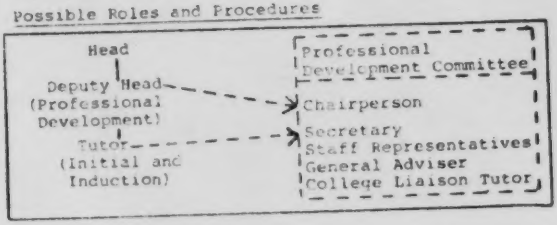

3.2 Induction: Probationary Teachers




3.3 In-Service: Experienced Teachers




3.4 Possible Roles and Procedures



In any one country it is likely that such tasks and problems will be accorded the highest priority for INSET and those selected will necessarily reflect the specific problems which are perceived as being most pressing. In the U.K. we began by identifying a priority problem--how to improve the induction of beginning teachers, but we very quickly encountered process issues: probationers as adult learners; the role of the school in the induction probationers; the role of external agencies, like teachers' centres, universities, colleges and L.E.A. advisers; the need for appropriate training methods and materials; the training needs of teacher tutors; and problems of costing and evaluating the experimental schemes.

If we are not to spend our time re-inventing the wheel in our various institutions and countries, the process aspects of INSET must receive adequate attention from funding bodies and policy-makers. This raises the question as to how priorities are and should be determined. Clearly, this is an aspect of INSET governance and participation which itself requires early strategic attention. In the U.K., the trend appears to be towards establishing machinery and methods for the formulation of priorities at each level in the system:

1. the individual teacher, in consultation with a professional tutor and within a school policy framework;
2. the department or functional group, in consultation with a professional tutor and the school's professional development committee;
3. the school, in consultation with the L.E.A. adviser and the L.E.A. consultative group for INSET;
4. area groups of schools, in consultation with L.E.A. advisers and consultative groups;
5. the L.E.A., in consultation with its own consultative group and, possibly in future with a regional consultative group;
6. at national level, the D.E.S. in consultation with the Advisory Committee on the Supply and Training of Teachers.

However, the underlying process problem is to do with change: to identify the significant characteristics of effective implementation and the conditions which make it possible. In the SITE project for instance, we are exploring the extent to which schools can adopt a systematic and rational approach to problem-solving, especially in relation to the formulation of INSET priorities. In the T.I.P.S. project we have examined the reasons the actual behaviours of teacher tutors often differ from their job specification in important respects and what it is that influences their actual behaviour. The complexity, unpredictability and irrationality of the change process are often its most salient features.

Thus in considering plans and priorities we need to be realistic in our publicly stated expectations and goals for INSET, not least because the community and its politicians are frequently unrealistic about such matters. INSET is no panacea. It cannot make much impact on the fundamental societal, cultural, political and economic constraints within which schools and teachers have to operate. Even more modest goals have to be formulated with caution. A recent paper by a Canadian to a British audience gave a sombre warning about the lack of impact made by research, theory and, by extension, training, upon the behaviour of education administrators (Greenfield, 1979): he might equally well have been talking about the impact of teacher education. Perhaps our first priority should be to find out more about what kind of knowledge and referents experienced teachers actually use in their everyday professional lives.

QUESTIONS AND/OR DISCUSSION:

*Lou Rubin:*

I found Professor Bolam's paper extremely instructive and regretted that time caused him to curtail it and extract but a few of the many interesting points. I did have a number of reactions. I think that most of the things that he dwelt upon have been experimented with in the United States, but not nearly as thoroughly as Professor Bolam describes them. In the experiments we have played with, a considerable question arose as to what kind of training do you give the tutor. Are they picked by virtue of their natural ability to relate? Do they have some special dispensation from papal heavens?

Another problem that has given us considerable difficulty is that it is very convenient and seductive to presume that all teachers mature and develop in the first year at about the same rate and in about the same way, but that isn't really the way life is, as you will know better than I. The first year I taught, I had to pray that the kids would mind. I'd say, "George, sit down", and then I'd sort of hold my breath, because if he didn't, I wouldn't know what to do. Many teachers, for example, make out a lesson plan the first week, and they use it up the first day. "Gee, I've gone through a whole book--what do I do on Monday." So, there are different kinds of dilemmas that afflict teachers in their first year, and I was interested to hear you say that you are more interested in process than in substantive content, because I think process is where it's at, and the tutor is indeed a master of all trades at work.

And that brings up one other kind of dilemma! Teachers are better at some things than others. Few teachers are really miracle persons at all things and teachers tend to do a great deal of what they do very well; and very little of what they do badly. (That's the way I teach--it may be different with the ones you have.) Now, that being the case we have to ask, "Do you select tutors on the basis of their all-around virtuosity or do you have tutors who are selected because they are

particularly adept at lesson planning or very good at student relationships, or adept at marking? Or would you simply pick a teacher because he knows how to hit a kid without leaving a mark on him? There are all sorts of criteria for determining how you select the tutor and how they are deployed.

And then one last point which has to do with the tutoring process and, I suppose it stems from the presumption that teachers have a kind of natural style that is embedded in their own personality and psyche. For example, it seems to me a matter of fact and obvious apparency that both you (Bolam) and I would be superb teachers: there is no question about it. Now, the question is would we then teach in the same way; would you do it in your slow, phlegmatic, taciturn, English, careful, prudent, well-worked-out way, or would you allow yourself a touch of flamboyancy which is my style? And when you go about the process of tutoring tutees, (that's a nice slang) when you tutor your tutees, Bolam, to what extent do you defer to the natural personality and the natural characteristics that may ultimately make for a very interesting and personable teacher?

*Ray Bolam:*

Thanks. As I said, the tutors essentially are a random choice. We really have no evidence as to how they should be chosen. We can speculate. We got what we got and the tutors very often choose themselves. Sometimes, (as some cynics say) because there is a salary increment in it; sometimes as others say because they want to make certain that whatever goes on they know about, and they don't want any kind of saboteuring inside the school. After that, they begin to recognize the potency of the role and feel less threatened by it. So then we began to speculate about how we would select and again we are up against a problem.

# III

## THE TEACHER AS ARTIST

*INTRODUCTION:*
*GEORGE PEDERSEN*

I feel particularly privileged to introduce you today to Lou Rubin. If you look at Lou's credentials, they really look like an aggregate of all the accomplishments of people in the field of education as they'd be listed in a "Who's Who". He has very extensive experience, not only in the post-secondary system but also as a teacher in the high schools of California, and as an administrator as well. He has served as a consultant to 21 very prestigious organizations throughout the world; his publications cover some four pages of his vitae and include several books; and he has very extensive involvement as an editor of textbooks. At the present time he is editing three books that are in press or have just been completed. He has a two volume handbook on curriculum; a book entitled "The Reformation of Schooling"; and a third book, "Trends, Processes and Prescriptions in In-Service Education". He has a Bachelor of Arts degree from San Francisco State College, in musicology; a Master of Arts degree from the University of California, Berkeley, in musicology; and his Ph.D. is also from Berkeley in the field of curriculum. I am particularly delighted on your behalf to be able to welcome such an outstanding educator to this session and to our university: Dr. Lou Rubin.

# CHAPTER 3

# THE TEACHER AS ARTIST

*LOU RUBIN*

I want to do several things first before launching into the topic that has been selected. From my point of view, it has been an extraordinarily successful and worthwhile conference thus far, and I say that I suppose by way of indicating that we tend to be rather cavalier in the United States. You know, all good things either emanate from Poughkeepsie or Pasadena or San Francisco or New York, and Canada is a lovely and gracious cousin but not the centre of the universe. If it's good, it's going to be born in the United States first, and I think that is quite untrue. I have come away with an enormous respect for Canadian education in general and for the kind of penetrating insight that seems to go into your deliberations, and I want to make that point.

Now, to turn directly to the topic at hand. Let me get at it by simply pointing out that in-service, as Bruce and Ray made clear, is an incredibly complex and awesomely broad topic, and everything that we do in in-service has to focus either upon teachers' or administrators' attitudes, skills or knowledge. There can be nothing else. All in-service is directed either toward the attitudes of the practitioner or the skills or the knowledge base, and those three cover an enormous array of possibilities. You could offer in-service endlessly

and never reach the infinity of what a true professional ought to know. In my own work (I have now done two books on the topic) I have become increasingly concerned about the dollar constraints upon in-service, about the time constraints, and also about the potential for self-directed in-service, because I have long been convinced that while there is indeed something to be said for tutoring, as Ray made clear, much can also be said about the individual's capacity to grow.

So I'm going to describe for you this morning a project in which I am currently involved, one which--of the several things I've done in education--happens to fill me with a bit more passion than most and it does have to do with artistry in teaching. I mean to describe it as an example of what might be termed "coincidental in-service", that kind of in-service that is self-administered, that does not take substantial amounts of dollars--in this case it doesn't take any--and that does not take extensive quantities of time.

Beyond that it is an approach to in-service that does involve the individual, self-directed effort to grow. And I describe these, not so much because this case that I am going to set before you is in itself elegant or brilliant or sophisticated, but rather it serves as an example of the kinds of approaches that can be taken if you seek to develop in-service in its broadest and most comprehensive form. Put another way: all in-service need not be a matter of institutes, workshops, clinics, clinic supervision, seminars, etc. In-service can occur anywhere, any time, at any place, under any circumstances, if you take as a fundamental definition of in-service some experience that causes the professional to grow in some way. It can be done on the golf course as well as in the lecture hall. It can be done in the teachers' lounge as well as in the faculty consultant's office, and so on.

And so to teaching and artistry. I chanced, by happenstance, to teach four consecutive summers at Stanford and four consecutive winters at Illinois, and that should tell you something about my sanity right off the bat. If you know the U.S., any

reasonably coherent person would have reversed it, but I didn't. About that time I became intrigued with the fact that lots of kids tended to hate school; the sort of Huckleberry Finn and Tom Sawyer myth; you're supposed to hate school. Fathers worry if their kids like school because it doesn't seem in the American or, in your case the Canadian tradition. And I also was heavily concerned about teacher boredom.

Because I had reached a kind of conclusion that highly skilled, well-trained teachers struck by boredom tended to turn off, to become alienated, and to function at far less than their optimum potential, I wondered what could be done to counteract teacher boredom, and that caused me to look at some classrooms. I then became interested in what could be done with respect to the intangibles of teaching, because I reasoned that artistic teaching and that true artistry were more a matter of intangibles than tangibles. For example, when we train pre-service teachers, 90% of the training focuses either on the content to be taught or the method to be used, and one would therefore presume that if you took two teachers, trained them in precisely the same way, gave them exactly the same instructional materials, and got them to use precisely the same teaching methods, they would have two classrooms that would be very similar. But they don't. They are strikingly different and obviously what accounts for the difference is a matter of personality, style, technique, and so on.

And thus I became interested in what could be done to 1) develop and nurture a natural style in teaching that allows the practitioner to exploit particular personality characteristics that are unique to the individual and provide great strength for teaching, and 2) to somehow counteract what is today known as teacher "burn-out" or the teachers turning away from professional commitment; the decline of passion in teaching.

About the same time I was very interested in the theatre and I saw fit, or tried, I should say, to draw some principles from theatre and from drama which might be imposed upon teaching. To reduce to its essence what I did, I simply, in those years

at Stanford and Illinois, invited some teachers to come play games--it was completely voluntary--and what I wanted the teacher to do was to pick something he or she wanted to teach, the twosies, the foursies, the parts of speech, the Civil War, photosynthesis, anything. I then linked the teacher with a professional in drama, with a graduate student in the theatre, with a beginning playwright who wanted some experience, or the producer who was temporarily out of work. And the idea was to get the two of these in their own way, under their own terms, to create with pizazz a seductive, evocative, creative, imaginative way of teaching what the teacher had chosen to teach.

To give it a little bit of structure, I took four kinds of terms. They were meaningless, they remained meaningless, but in our business you have to have a kind of jargon, so I asked the teachers to do one of four things: to concentrate either on the use of dramatic episodes, or second, to concentrate on the invention of some staging devices, or third, to engage in some self-training in teaching as acting, or fourth, to concentrate upon classroom mood or the environment of the learning situation. I will explain each of these four in turn with an example so that it makes some sense. The nomenclature is not significant, the conception behind the nomenclature is the thing.

By the use of dramatic episodes, I had in mind a teacher invention that would somehow drive home in some dramatic way the significance of a new unit to be taught; it was intended to be a mechanism through which the teacher could provoke student interest. For example (and I'm now going to give you some examples that the teachers themselves created, in the process of this series of experiments): a sixth-grade teacher says to her grade 6 class, "Look kids, a man's driving down the road in a car and all of a sudden he sees a truck stop in front of him. The truck driver gets out with a baseball bat, clobbers the back of the truck a few times, gets back in, drives about five blocks, gets out with the bat, beats on the truck some more." And the teacher says, "Class, the man in the car was just fascinated; he follows the truck for almost two miles trying to figure out

what the devil this truck driver is doing. And finally, in exasperation, the next time the truck stopped, the man leaped out of the car, ran up to the driver and said, 'Sir, could I just ask you a question? I've been following you now for two miles--why do you drive exactly five blocks, get out with a baseball bat, hit your truck a few times and get back in?' And the truck driver said, 'It's very simple. I have here a two-ton truck, and I have inside three tons of canaries, so I must keep one ton in the air at all times.'" And then the teacher said to the class, "Is the truck driver stupid or isn't he?", and pretty soon a bright sixth-grader says, "No, he's not stupid; you can transport three tons of canaries in a two-ton truck if you've got one ton in the air at all times, but it's a pretty dumb way to move birds."

Well, you can take two positions: you can decide that this is the long way around the pike, that it takes away from time on the task, and that it takes away from focus upon direct instruction; or you can take the position that the time spent in this little dramatic episode does serve to induce a little bit more student involvement. If nothing else, at dinner, when the father says, "What did you learn today in school?", the kid's not going to say, "Nothing." He's going to say, "Aaay, a man's driving down the road behind..."

So we got the teachers to invent, and I have to emphasize again, and again, and again, that during the course of these experiments, I gradually collected a rather large bagful of teacher-invented, teacher-created gimmicks, gadgets. And I'm now working with about eighteen schools around the U.S., two in Africa, one in Japan. But the point to be made is that when I take on a school, what they most would like to have me do is empty the good bag so they can immediately glom onto all of the gadgetry that other teachers have invented. And I steadfastly refuse to do that because what I want is for them to create their own because, 1) the invention is much more likely to be relevant and meaningful and 2) if they create it, there will be a love affair with it that will last the whole of their

careers. I guess it was Thorne Smith, who said that we all adore showing one another our mud pies, and that is really quite true. If I can somehow get teachers to become intrigued enough with the teaching act to invent their own, then I'm in far better shape than if I simply give them the things that were created elsewhere.

The second set of gadgets were known as staging devices and they specifically involve teaching gimmicks that were designed to help kids sustain those aspects of learning that involved drudgery. A good deal of learning is hard work: memorization, drill, exercise, practise. These things are incorporated in good teaching and learning but they tend to create boredom. And my hunch was that if you taught with some skill, and some imagination, even the parts of speech could be made to take on a certain lustre. And I was heavily convinced that it was not the tool, but the way the tool is used that makes the difference. If you simply give a teacher a method,and the method is used badly, you get very poor results. There are teachers who are not very good at what they do, and they produce a poor amount of learning--no matter what method you give them--and there are teachers who are marvellously adept and who can take any method and cause good things to happen. It is in this sense that gadgetry designed to sustain drudgery can be very useful.

As an illustration, the teacher wants her kids to practise computational skills, she wants them to add, subtract, multiply and divide. So she gives the entire class $10,000 in mythical money at the start of a semester. At the end of the semester a prize is given to the student who accumulates the greatest fortune. These kids work out of the daily stock quotations, and they go home in the afternoon and they read the stock pages first and the funnies second, because they've become intensely interested. Sunday night a kid will say, conversationally, "I'm going to sell U.S. Steel in the morning,", and his father says, "You're crazy," and his mother says, "Harry, shut up, you put him on Westinghouse and look what

happened." The whole family gets involved. All the teacher does is invest 15 minutes a week - Mondays, from 9:00 to 9:15, but it has all of the elements of a game: it's competetive, it deals with money, it's imaginative, and so for her it works; it gets the kids to wiggle their pencils and to use their heads and to engage in computational devices.

Another teacher goes into a long song and dance about how there is no justice; he worked his way through school and now he is a high school history teacher, and his young brother, who was something of a scoundrel, dropped out of high school in the tenth grade. His younger brother spent all of his time in the back of a garage, banging away on a set of drums, and this teacher says, "While I was working my way through Simon Fraser University, and getting my credentials, this kid brother of mine was just sitting there, and smoking pot, and banging on the drums. Then my brother got a little band together, and then they played in this city, and then they got a job in that city, and then pretty soon they made a record, and then they made another. Then all of a sudden they made the record called 'The Hot Zep'; can you imagine what that is, or the 'Zep Hot', I don't know. Anyway, they've sold several million copies, and my brother, that tramp, is now a millionaire. And he's sent me an invitation to come see the new home he's bought--two swimming pools--you wouldn't believe, one 70 degree water, one 66 degree water. I had the first caviar of my life. And a bunch of men--grown men--walking around in coats and tails and white ties serving the people. And it just struck me as I was driving home that there is no justice in this world. I work so hard and I give so much of myself to you for a salary of $18,000 a year and this beatnik, this no good junkie, lives like that.

"And I got to thinking about the man, you know, class, this man has an agent. Now the agent, he doesn't play any instruments, he doesn't write the music, he doesn't even transport the instruments; all he does is find the jobs, and the band does the work. And this agent gets 10%. And I got to thinking, I'm

your agent, you couldn't learn history without me. So from now on, because it's high time we had some justice in this world, I want my cut. Therefore, on Friday's test, I'm taking 10%. You get 100--I'll take 10--you get 90. You get 90, I'll take 9 points; you end up with 81." And the kids immediately protest. And one says, "Look, as a matter of fact, when you explain it, it's worse than when you don't. It gets harder when you explain it." The teacher says, "Well, I don't want a thing I'm not entitled to; because I do believe in justice I'll tell you what, it so happens that I have some examinations made out for chapters which I haven't taught yet. Any of you smart guys that want to study ahead and teach yourself the chapter, you can come in and take the test and I'll give you all the points. I'll forego my 10 percent if you'll teach it to yourselves."

Well, kids love a challenge, and there comes a rainy weekend, and just for the hell of it, they take the textbook home and they study a chapter and they come in and they demand the test. And they take it, and they demand that they get the entire points. So he gives them the points and he laughs all the way to the faculty room because he has conned these kids into teaching themselves. He recognizes that the teachers teach, but it is the student who must do the learning. And I could give you four dozen other examples of devices of this sort which teachers use to somehow make the classroom milieu a little bit more attractive with respect to helping kids sustain the tedium that is attached.

Now, the third is by far and away the most conspicuous failure of the four. I tried on several different occasions in four or five different ways, to give the teachers some training in acting. The presumption being that if they were a little bit more dramatic, that somehow they would incite or motivate the kids a bit more. And I should say parenthetically that we repeated again, and again, and again, that the whole point of these devices was not entertainment. They were entertaining and they were stimulating, but the point of the enter-

taining and the stimulating was to increase student motivation. And the point of increased student motivation was to produce more student learning. So the proof of the pudding as it were, lay not in the fact that the kids liked the classroom more, but rather that they were learning more. Because if they didn't learn more, it then became pure entertainment.

The teaching as acting failed because many teachers resented it. Some regarded it as a way of demonstrating to the world that teaching was not important; that it had to be dressed up. Others reversed it, they'd had the lead in their junior or senior high play, and they sort of took acting so seriously that no teaching took place, and all in all, it was of little effect. I will tell you of a celebrated experiment that makes the point.

Shortly after my own stuff got going, a man named Fox did a study at the University of Georgia Medical School and what he did was find three actors who were loaded to the gills with charisma. He got three chaps--Paul Redford types--Paul Newman, Bob Redford, is that it? (I watch different stuff.) And he rigged for them three lectures which they delivered with incredible style. But these lectures were totally devoid of substantive content; they sounded good, but these three actors delivered a series of three lectures in which they taught nothing. But they did it with tremendous vivacity and grace--a towering performance. And then, on the other side of the coin, this guy Fox went out and looked long and hard to find three legitimate physicians who were practising doctors, but who were noteworthy because of their dry, tasteless, colourless, insipid, totally boring personalities. And these three physicians also delivered a series of three lectures in which they taught a tremendous amount of medicine. And then he asked these senior medical students at the University of Georgia which group taught them the most, the actors or the doctors. Of course the students didn't know which was which; and you guessed right, these senior medical students thought that the actors, who in reality taught them nothing, had taught them far more than the physicians. Which does seem to suggest that what we call

"packaging", or "window-dressing" or "style" does have its place.

If you, just for a minute, let your mind dwell upon the enormous array of sensory stimuli with which we bombard the young in advertising in television, and put that against what can oftentimes be a kind of dull, not very exciting classroom, you begin to see that there perhaps is some room for a contribution of this sort to be made.

In the fourth of the experiments there were no models given, but I tried to get the teachers to recognize that, to the student, some classrooms are attractive. Now, students have a sure sense of judgment with respect to teachers. They can say, "Miss Jones is the most fun, Mr. Smith tells the most jokes, Mr. White is the kindest, and Mrs. Damon teaches us the most, but she's the meanest." They can make these very sure, deft kinds of judgments, and I wanted the teachers simply to produce, in whatever way they thought reasonable and legitimate, a classroom that had more ambience, more pizazz, that was more attractive to the kids. And I got the teachers to remember their own school days, to remember that there were classes that they looked forward to with great anticipation, and classes they anticipated with dread that had nothing to do with the content to be taught; it had to do with the general feel of the classroom.

You can prove that to yourself. Ask yourself who was the greatest teacher you ever had. Think back: from the first grade to the end of the university graduate school, and you can identify a great teacher. Then ask yourself what quality made that teacher great and I will bet it was not method or knowledge of subject, but it was some intangible--compassion, a sense of humour, a sense of fairness, the ability to make abstract ideas simple--whatever. So it was in this sense that we tried to get, and are still trying to get, teachers to take seriously the mood or tone of a classroom.

A very good researcher at Wayne State named Jacob Coonan has spent a lot of time observing in classrooms and for want of a better term he coined the term "withitness"; and he meant by that that he would go into a great many classrooms and the

teacher was "with it"; she knew what was going on; she would walk to the chalkboard--have her back to the class--and say, "Willie, cut it out!" And you know, the kids were fascinated; they would look at the chalkboard and wonder if she had mirrors embedded there. This teacher was sensitive and tuned to what was going on in the classroom. Other teachers are not "with it"; a bomb goes off in the middle of the classroom and they say, "Who dropped his book?" It is in this sense that I am trying to argue that what Coonan calls "withitness", can be cultivated.

Now, having given that kind of introduction, let me begin to make a series of general assertions about artistry and teaching and in-service. To restate the major case, it is my conviction that large quantities of in-service can be coincidental, they can be school-focused, and take place during the school day. And anything that gives you insight and allows you to do what you do better is in-service and therefore, whatever can be done by way of raising insight, expectation, understanding, while you are on the job, is very valuable coin. The point to be made is that anything that helps get teachers to perceive a better way of doing something improves their artistry.

The teachers who came in had to make only one commitment: they could quit at will but only after they had had 11 failures. And I simply said, "There are the four models, here are the three examples of each, those that I have just given you. Invent something, and if it fails, shrug it off and try another one. If that fails, have a drink, and try a third. If the third fails, take it away for two weeks, have two drinks and try a fourth." And they had to agree that they would work toward 11 failures (I don't know where I picked that number, I had to pick it out of the top of my head; it's one more than the commandments maybe, I don't know). Eleven failures, and then they could quit. Well, no teacher has ever run a string of 11 failures without getting success. And it is this success which tends to begin the process of lifelong, continuous growth in terms of self-directed, personal artistry.

Now, it is a deadly thing,this matter of teaching, and there are teachers who thank God it is Friday, and there are teachers who hate school, and there are university professors who say Simon Fraser would be a great place if it weren't for the students. Nonetheless, if we can somehow get teachers to find a measure of personal creative satisfaction in their teaching tasks, their commitment goes up very sharply; their days go faster; and there are teachers who do not thank God it's Friday. And there are kids who don't hate school; they really wish that tomorrow was Friday instead of Saturday because they want to see if the frog grows wings, or if the butterfly drinks the milk, or whatever. They get intrigued with what is going on.

It is this ability to somehow seduce the learner into the magic of the subject matter that is one of the marks of high artistry. In a technical sense, the kinds of characteristics that I am after have to do with 1) creativity, 2) perception, and 3) the use of imaginal powers. These three attributes are deeply and heavily blunted in the typical pre-service/in-service program. The great cardinal sin is created when dummies like myself go about the land saying that this is the best way to teach that or that is the best way to teach this. There really is no best way to teach anything. All's fair in love and war and teaching. And if it works, it is golden; and if we can get teachers then to rekindle and resurrect their imaginal power they will begin to try things. If they try things and they don't work and the teachers think analytically enough to determine why they don't work, then insight occurs and they will invent some more, and sooner or later they get a victory; a slight improvement in the way they do things. And creativity is unlimited. All humans have it; it is just that we are trained to let it lie fallow.

Twenty years ago I taught a course in high school composition and I was into creativity at the time and I thought I would give these 10th graders an imaginative assignment. So I

said, "I want you to write a composition and you have to deal with four themes in this composition. This composition has to include royalty, religion, sex, and mystery." And I thought that that was an imaginative assignment and that it would really cause them a lot of headaches. In about five minutes a girl raised her hand and said, "How long does it have to be?"--the question that you always get. And I said, "Well, there is no length; if you can cover those four themes in your composition, you're through." In about six minutes that girl came up with a nine-word composition; it read as follows: "My God, the Queen's pregnant--who did it?" And I was obliged to give her an "A".

Now, that girl, if she went to a teacher-training institute would, in all likelihood, have lost that magical, innovative, creative sense of devilment and charm and grace; and if we are very lucky, she might have retained it. And thus artistry in teaching is a matter of trying to recoup and rekindle these kinds of skills and attitudes that I think are really part and parcel of all of our personalities. The assumption is that the resurrection (a) teaches the teacher something about teaching and learning, (b) that its expression is very valuable in terms of invoking higher teacher interest and counteracting "burnout", and (c) that such efforts to improve artistry make one a growing practitioner.

We used to think that it was the young teacher who needed in-service and was most interested in in-service, and that it was the old teacher who neither needed it nor was interested in it. And that's not true. In one of the earlier books that I did, Philip Jackson wrote a chapter, I think he called it "Teaching Old Dogs New Tricks", which showed that some of the most successful participants in in-service have been teachers who have been in their 30th year; they only have two more years to go but they are caught up in it and they get very intrigued in wanting to do what they do well.

So pride in craftsmanship is terribly important in teaching because all of us tend to be subjected to the lure of working at survival level, and survival level is not good enough to turn you on. I am invited to this conference to give a presentation. Well, it's a busy life--I've got a couple of books going; I've got one hand whacked up; I've got a family; I've got kids; there's golf; I gotta get back to that joiner and finish that cabinet that I was working on--there are lots of things to do, so the question is not how good a presentation can I make: the question is how good is good enough? You know, if I had spent a week or two getting ready, I could have given you a decent presentation, but they don't pay enough for a decent presentation, so it has to be good enough to get by; just good enough so they'll say, "Well, Bolam was great, Joyce was fantastic, and Rubin wasn't bad." Just as long as they don't say, "Rubin was terrible," I've got it made. Vast numbers of teachers who enjoy tenure are heavily inclined to function at that level of performance--what is good enough to get them by--and they therefore lose the enormous joy that comes out of pride in craftsmanship. That too, I think, can also be rekindled and resurrected.

I am going to stop at this point--I'm going to tell you one story--and then stop because there may be some questions. Let me tell you this story about a university not far from here--the University of British Columbia--which some years ago gave a Ph.D. in anthropology to one of its graduates. And this graduate had the good fortune shortly after receiving his degree to be invited to go to an anthropological dig into one of the remote regions of Borneo.

Everything went swimmingly the first couple of weeks, but one night near the end of the second week, this graduate from U.B.C. wandered a bit too far from the camp compound, darkness fell, and this kid couldn't find his way back to the camp. And then he panicked and instead of sitting quietly on a stump or some place where the night would pass, he

wandered aimlessly all night long and when daybreak finally came, he was very, very concerned because he found himself in very strange, and obviously very dangerous terrain. The apprehension began to mount more and more and then with great joy he saw a group of natives gathered around a riverbed and he ran toward them, certain that they would help him find his way back to the compound. But the natives took one look at this dude from U.B.C. and immediately clapped him into a kind of crude bamboo prison. Then a great, heated debate went on among the natives and finally the chief wandered over to this kid from U.B.C. and said, "Young man, as they say in your country, I have some good news and some bad news. The good news is that I chanced to have been educated at Oxford; I speak your tongue and we can converse. But the bad news, alas, is that we have been debating what to do with you--perhaps you heard us arguing--and our women folk have concluded that the most humane thing that we can do for you is shoot you, because you see, young man, we are in migration; we are moving from our summer campsites to our winter campsites, a very long and difficult journey. We have barely enough food and water for ourselves and there is no way that we are going to share it with a foreigner, let alone a white-faced foreigner. Our women think that if we abandon you here in this hot, broiling sun without food and water, you'll die a needlessly agonizing death. So, why don't you sort of take a few moments young man--get your thoughts together--I'll get my pistol and perform the deed and then we'll both go to our respective destinies."

And at that point, an assistant chief walked up to the chief and whispered in his ear momentarily, and the chief turned back to this kid, "By jove, I did forget young man; we have an ancient custom in our tribe, namely, that any man condemned to death shall have the right to be put to three tests and tradition has it that if he successfully passes these tests his life is spared. But I forewarn you, young man,

that no one, alas, no one, has ever successfully passed these three tests. Nonetheless, the right shall be yours."

"Now," he said, "young man, over there at the edge of our camp you will see three small tents. In the first tent there is a goatskin filled with two gallons of wine. You are to go into that tent and consume the entire contents of the goatskin in one swallow, young man, without taking a breath. And if you manage that feat you may then enter the second tent. And in the second tent we have a lion chained to a stake. The lion has a badly abcessed tooth--you are to remove the tooth. And then young man, if miracle of miracles, you should somehow emerge from the second tent, in the third tent we have one of our loveliest young maidens engaged in some handicraft. And you should know young man that our womenfolk take virginity very, very, very seriously. You are to go into that third tent and attempt to make love to that young woman, if you think you can."

Well, this guy was not a stupid boy--he was a bright kid--you don't give doctorates in anthropology to dummies at U.B.C., and he saw that it was hopeless, but there is something about the University of British Columbia that is deeply involved in guttsiness, in grit, in stick-to-itiveness. Professors say, "Always give it your best shot--never quit." So the kid remembered and he thought, "Well, it's hopeless but I ought to at least go down trying, so he hitched up his pants, plowed into the first tent and he came out in about three or four minutes sort of staggering and he burped and he glared triumphantly at the chief and the chief simply pointed purposely with his hand at the second tent, and the kid blinked, lowered his head again, and again looked, burped one more time and plunged into the second tent. He no sooner entered than there were human screams and animal screams and the earth shook and the tent quivered and the fur flew and he came out in about six minutes, covered from head to foot with scratches and there was a great gash under one eye and a huge rip in his tie, a great

gash in his side and a rip under his eye and he looked at the chief and he said, "Now," he says, "where's that young woman with the bad tooth?"

Now the point of that story is to make it plain that it is not enough to do the right thing; we have to do the right thing in the right order. And these kinds of histrionic devices that I have been speaking of, artistry, the intangibles, are no substitute for the kinds of hardcore skills that Bolam and Joyce were referring to earlier. They are no substitute for a consummate knowledge of subject. They are no substitute for a repertoire of good, solid teaching technique. And they are no substitute for a rich familiarity with the nature of children. But those things, although prerequisite, are in themselves not enough. And just as you can put very good frosting on a bad cake, you can also produce a very good cake and fail to frost it. The intangibles in this sense have to come afterward; they cannot precede. But I stand with very strong conviction that any teacher who wants to can get better, day-by-day and week-by-week. And that process of getting better can be personally rewarding and personally satisfying and that is the largest payoff because no one goes into teaching for the money. If you go into teaching for the money, you fail the sanity test at that point--there are easier ways to make bucks.

In the last analysis, the satisfaction that comes and derives from doing what you do do well, is I think, a marketable commodity, and can be tapped as a form of motivation in in-service. We don't have to do it all with extra pay, time-off, institutes, graduate honours and so on. There is a proportion of incentive and motivation to be had in the simple human desire to be good at what we do.

QUESTIONS AND/OR DISCUSSION:

Question: *George Federsen*

*I don't think there is much doubt in the minds of most of us that there are ways, in fact, in which our teaching could be improved if we are prepared to spend the energy or whatever is needed. You obviously had a nicely selected sample in this group of people you tried to deal with, and presumably, the motivation was there to become involved, but how in fact does one try and deal with the question of motivation? That's the basic problem. I doubt in my own mind that most of us, ourselves and people we work with, could in fact do a much better job.*

Response: *Lou Rubin*

That's a very penetrating question--and very well taken. Most of the teachers that I invited to participate, refused. They just didn't need it; had tenure, they were getting along well enough. Those who did start, some stayed, some dropped out. Some dropped out and continued on their own, some dropped out and abandoned it. The only answer I can give is that very wise teachers know that "seek and ye shall receive". The teachers who place high demands upon their students get more than the teachers who place low demands. And teachers know that high expectations are not always greeted with annoyance by students. And, in every faculty I can find a few willing asses, highly committed teachers who really want to do what they are doing better. The rest of the faculty doesn't. And it is my hope that by getting parts of the faculty started, and getting them going, I can somehow elevate what is regarded as acceptable performance.

I can cite study after study after study which indicates that a given teacher adjusts his or her teaching performance and output of teaching energy to what is expected in a given school. The teacher says, "Last year I was at the Green Street school and I had to work twice as hard." And you say, "Why?" And she says, "I don't know, they just work hard over there; over here they take it easy. There, they had to have lesson plans; here, we don't need lesson plans. There, we had to have monthly visits

with the parents; here, it's not required."

If we can somehow disturb complacency and create a mild sense of personal dissatisfaction with personal output, that is the only way I know of getting at the lack of incentive that has been referred to. Universities have a system going, it's called tenure and promotion; salary increase. And the rules are clear, they are very well known; you have to publish or you perish; you have to give service or you get in trouble; and you have to achieve some repute in your field. You are only worth to Simon Fraser what you are worth to another school. If they don't want you, we don't want you either. So whether that's right or wrong, the name of the game is clear and the ground rules are spelled out. Not so in teaching. You can survive for a very long time without much output. In fact, one of our great problems is that we have survived so much very bad in-service.

I might make one parenthetical observation. We are now riding on the crest of a wave--I speak particularly of my own country--there is tremendous interest in in-service because test scores are down. And our congress, because we are in the middle of a kind of neo-conservative political scene, is willing to spend money on in-service because it is convinced that money spent on in-service will get basic skills up. Now the basic skills scores are going to go up, not because of the in-service, but because all across the United States teachers are teaching to the tests, just like they used to. And teachers are abandoning all of those teaching objectives that aren't measured by tests--aesthetics,art education, humanistic education, affective education--they are all being shunted aside so teachers can get test scores up. When those scores go up, and they went up dramatically this spring and they will go up even more next spring, the willingness of the congress to spend money on in-service will dissipate. And if we cannot find some ways of demonstrating high benefit payoff between money invested in in-service and better teaching and therefore better learning, we are going to have very, very great difficulty in the time to come.

And so for this reason it seems to me terribly important to deal with the question put forth, namely how do you incite and motivate teachers to want to do better? And my feeling is that accountability is a very good thing; there is nothing wrong with accountability. The question is to whom are you accountable and what are the criteria of accountability? Education, as you know, does move in pendular shifts and if I were here five years ago I would have talked about the Open School, about affective, humanistic kinds of concerns. Not today. There's not an open school in the United States. They find an open school, they close it immediately because it has fallen out of fashion, it is no longer in vogue. Once again the British led us down the primrose path--Bolam did it to us again--the British Primary Open School!! Look what it got us, lousy test scores. And now we are in trouble, and we are getting those test scores up by good old-fashioned teaching to the test items.

But that, too, will change. If you happen to be interested in affective, humanistic education, in open schools, do not despair. Take your material, wrap it in plastic, set it aside somewhere safely on a shelf and wait about five years. And in five years take it out and you will be on the very cutting edge of a bold, new movement, because there will be new editorials in the newspaper saying "the kids can count, and they can spell, and they can read, but they lack an essential command of important life skills; they don't value the right things, they lack a sense of self-confidence and we have got to have a school that teaches the whole child." That's when you move in. And it's coming back, I kid you not, and it won't be called progressive education, and it won't be called humanistic education. But this is my third time around (I come by the grey hair honestly) and it is coming back.

Panel Responses:

Ray Bolam:

It's like going into the lion's den. That was fantastic. Well, of course, one can only echo and support what Lou is saying.

To inject excitement and enthusiasm in teaching is really what it's all about and why we came in. How we survive, goodness only knows.

I was going back over the question, "Who excited me as a teacher?" He was a history teacher and he was the most disorganized man I've ever met in my life. We didn't get through the syllabus, we maybe covered a third of it, but he had us really bouncing and in consequence, I got top grades in that particular class. But anybody coming in and observing him teaching would have said, "This guy really can't teach at all!" In the same institution, there was another teacher who was the most boring teacher ever, but he took us through the syllabus, he dictated most of his class notes--and we got through the grades, we got through the exams. And I think there is a lesson here because the system we create is such that by and large, people like my history teacher don't get the rewards. (I'm not sure what happened to him but I know the second guy got a principalship.)

Fortunately, one of the things we've done in England which you ought to remember is that we're the people who got rid of grades, we're the people who got rid of the 11+, and WE at least created the opportunity for primary schools to flourish. Now, I'm always one, in fact, who knocks the British primary school, because I find that people come over with too high expectations of it. But what it did do when we got rid of the 11+ (that awful examination), was to free teachers to be creative; it enabled those who were capable of being creative, to be so.

Now, what I see over here in B.C. and certainly in various parts of the States, is this iniquitous system of performance-based testing. Not performance based here, but centralization of various kinds. Centralized testing, centralized requirements which are, in my mind, totally inappropriate ways of meeting totally legitimate community demands. Now what those totally inappropriate methods do is to stifle and kill any kind of creativity. On the one hand we want to free people to be creative, on the other hand we've got to recognize that if we

create systems of a certain kind we are bound to kill them off. Alongside that, I think we need to remember that in the real world not all of us, (and I'm sure Lou wasn't suggesting this) we can't all be creative and exciting all the time. Mostly, life is mundane and repetitive. What we've got to do is to make certain that the system is such that at least we enable people to be exciting some of the time.

*Lou Rubin:*

Well we do have these aphorisms, "Where there is a will, there is a way" and so on. It isn't quite that easy, but on the other hand, a few very simple things can make a major difference. For example, in the schools where I'm working, I've suggested that the principal forego the usual faculty meeting and conduct the business at hand in memo form so that there is time available for a teacher to demonstrate some pithy, exciting little device that he or she has invented. And without the principal's blessing, of course, none of this stuff works.

They tell a story about a guy who was teaching at Harvard or somewhere and he came back after having suffered a heart attack. And his friends immediately said, "George, welcome back--it's great to have you--but take it easy, this is your first day back and don't go too hard. And as a matter of fact, you ought to skip the faculty meeting today because they are ghastly and you go home and get some rest." And this guy George says, "Naw, I'm going to the faculty meeting. As a matter of fact, when I die, I most want to die at a faculty meeting, because the transition between life and death will be hardly perceptible." So since faculty meetings are grotesquely boring, if you can get a principal to use a little bit of a faculty meeting time to champion these kinds of devices and while I happen to be focussing on the exciting stuff, and the stuff that is designed to make classrooms more stimulating, you could just as easily demonstrate a nuts and bolts kind of device that Ray has spoken for, too. The importance is in really demanding and rewarding superior human performance,

because it doesn't take that much more energy and its investment is personally very, very valuable.

Question: *George Pedersen*

*I don't know to what extent members of the audience are experiencing the sort of modest level of frustration that I am here Lou, and it has to do with the word "intangibles". All of us I suspect would identify the one or two people you asked us to think about who had influenced us, and often they are people who don't get very well recognized within the system. But how do you deal with the question of intangibles? We are aware that they exist in particular people, we can think of those kind of teachers, but how useful is the concept; how, for instance, can people here use it?--If everyone sitting out there goes back to their respective institution, whether it's a public school system or a university, with the appreciation in front of them of Lou Rubin as an artist, how can that be translated into anything that is communicable to other people?*

Response: *Lou Rubin*

I don't know who it was that said presidents don't think. But we've got one here that does!!! A very potent question. This, I think, could be said--some people are a good deal more creative than others, and creative behaviour for some people is very threatening. And while my colleagues have been kind to speak of artistry, each has to do it in his own way. There is no question in my mind that--as I tried to indicate yesterday, Ray Bolam could make a superb presentation and do a fantastic job of teaching, and so could Mike, and so could Bruce. We wouldn't do it in the same way, but to the extent that all of us who are interested in continually improving what we do, and that's all I'm making a plea for, it is anything that can be done, by hook or crook, to get the practitioner to value the benefits of doing what he or she does in whatever way he or she wants to do, a little better. And the continuing search

for something better does result in benefits, I think. There is a teacher dear to my heart--she teaches in a small town in Texas. She's got everything a great teacher needs, except intelligence, knowledge of subject, and a basic understanding of children's nature and child growth and development. She's got a teaching credential, period. She's feeble. But she's famous, she's celebrated in this town. She's deeply beloved. And at the end of the first grading period, she'll call a great hulking kid in and she'll say, "James,"--she teaches high school algebra--"James, I called you in because you failed the first quarter exam." And she looks at the role book, and a tear comes out of an eye. And she says, "My heavens I've never seen such a terrible score," and another tear comes out and she says, "it's not your fault, James, it's my fault; I'm a rotten, just a horrible algebra teacher; I've told the principal a hundred times I should be teaching poetry, he knows I majored in poetry, and he makes me teach algebra." Now a shoulder begins to quiver and she starts up--"The coach tells me you're a wonderful football player and he wants you to go to college and play tight-fit or left foot or whatever you play," and now she's sobbing and quivering, and this adolescent boy is very uncomfortable. Here is this little woman in her early sixties, crying because she's failed him and he gets uncomfortable. Pretty soon he reaches over and tapping her on the shoulder and saying, "Come on teach, it wasn't your fault, it was my fault, I didn't try hard--you are a really good algebra teacher, please stop crying teach,"--and he finally gets her calmed down and he gets out of there and there is no way he is going to go through that again at the second quarter exam. So come the second quarter exam he finds an A student, buys a few cokes, gets a little tutoring of the kind that Bolam talked about, and gets a B on the second quarter tests. So, out of infirmity this teacher regularly gets good results, and I don't advocate it but I simply mean to suggest that if you keep hunting for ways, somehow...

# IV

## LOCAL PERSPECTIVES

INTRODUCTION:
DAN BIRCH

The panelists this afternoon represent collectively and individually, a tremendous variety of experience with in-service education, and particularly with ways in which institutions at various levels can become more responsive to in-service education needs.

The first speaker, Bruce McPherson, was at Boston University full-time last year in addition to maintaining a half-time position with the Harvard Graduate School of Education. And as if those two things were not enough, he has been very centrally involved in the development and establishment of the Massachusetts In-Service Institute. Bruce is essentially speaking today from experience gained at the state and federal level in the observation of and participation in in-service education.

Our next speaker, Jack Loughton, spent a number of years at Brandon University. Brandon in recent years has become far and away the most responsive of the institutions of that province to the special needs of teachers and other groups. Right in the middle of everything was Jack, who was the director of special projects for the Brandon University. More recently, he has been at the University of Calgary where he is defining and developing an emerging role; a role once again focusing very largely on in-service education.

The third of our speakers this afternoon is Richard Pearce who is speaking on the subject we have all been addressing, that is, local or differing perspectives on in-service education. Richard comes from the University of Victoria where, as Director of Education Extension, he has the responsibility for everything including graduate, undergraduate, credit, non-credit, packaged, unpackaged, seminars and workshops. Richard's address will bring the local perspectives a little closer to home.

# CHAPTER 4

# LOCAL PERSPECTIVES

## 1. LARGE SCALE SYSTEMS OF IN-SERVICE

BRUCE McPHERSON

It's good to be back at Simon Fraser. I want to thank the university for organizing this conference on in-service education and that is not just pro forma thanks. In-service education is developing at a rapid rate, especially in the United States, and as I'll tell you later, in Massachusetts, where we have developed one of the first state-wide systems of in-service education. But generally the universities have been left standing. So I think it is appropriate that you are meeting and talking about these issues and starting to do some thinking about them. In-service is at a very interesting stage and it reminds me, listening to the comments that have been going on in the small sessions and hearing the other speakers, of what the little old Scottish lady said when she returned to the librarian a dictionary she thought was a novel: "Verra interestin, but a wee bit disconnected."

With all the new ideas floating around in in-service education, it is contingent upon people at state levels and federal levels (and I am largely speaking now of what's happening in the United States, but it is also applicable in Canada) to do something about the comprehensive organization of in-service. Today I will be describing two systems that are by no means the only way that in-service can be organized on a large scale system. Nor will I claim that they are the best, even though I have a stake in one

of them. I will simply describe the state-wide system of in-service education in Massachusetts, and very briefly, the national system that is in Australia, and the reasons I am talking about these two are because I live in Massachusetts and helped to evolve that one; and two, because I also must confess to the kind of expatriate chauvinism which claims the good things and turns its back on the bad.

The two systems have very significant similarities and they both incorporate many of the operating principles you have been talking about here in this conference. What I will attempt to do is to describe the operation of each system; to give you a sense of how new ideas in in-service can work in a large system, and also to give you some idea of what the advantages and limitations of each might be. Two other aspects of in-service I think are worth mentioning: the first is funding, and the second is in-service education as a vital and important medium of educational reform. Most other dimensions of educational reform have been preempted or have stopped happening. The first thing that I will do is describe the Massachusetts system, the principles on how it works, and how it is funded. I will then very briefly describe the Australian system and then conclude with some observations and implications for educational reform.

I was connected with the Massachusetts Institute as a consultant to the now Director of that Institute and through public hearings on the shape and direction it should take, we tried to see that the Institute evolved in a reasonably democratic way. It started operation in September of last year (1978) and it embodies the following general principles, some of which I think will be fairly new to you as a state-wide system of in-service education.

1. The first principle is that in-service education is radically different from pre-service education.
2. The second principle is that most effective in-service education programs are those with a high degree of participant control; this is one of the most central aspects of both of the systems I am going to describe.

3. The third major principle is that in-service education programs most beneficial to students are those that are designed primarily to improve the quality of teaching in an entire school or department of a school. Let me just say a little about that. What that means is that we very deliberately turn away from the old model of in-service education--I'm talking now about how it applies in the United States--which is the emphasis on the individual professional development of teachers. We have turned away from that and we are working now with the idea of a group of teachers working together on common problems. I will have a little more to say about that later.
4. The fourth principle involves putting funding and power where those principles lie, and that means that program decisions on in-service education are made locally, not in some central office.

In Boston, where we have more universities than any other centre in the United States (there are sixty in Boston with over a half a million university students) we found that in planning this program we had about two significant ideas from those universities. They had not changed their thinking about in-service education, they still considered it a variation on pre-service education, nor had they changed their mode of delivery of in-service education. The Massachusetts Commissioner of Education said that the universities had missed the in-service bus, or as a dean of a teachers' college said, in that peculiar and private language that deans use when they are being quoted, "we are in a response mode". Damn right they are, and they are largely responding to participant control of in-service education, which is an essential tenet of the Massachusetts Institute. It assumes a capacity among educators of various roles (not just classroom teachers), a capacity to work together and to plan programs of in-service education that are aimed at improving the teaching and learning at their school.

The consent of administrators is also necessary for the success of the in-service program; the institute sees a key role for administrators in ensuring that planned improvements take place and that they are sustained if they are effective. I mentioned that we turned away deliberately from the model of in-service training which is the professional development of the individual teacher, and we are now operating on the notion that a more pragmatic unit of change is the school building or department of a school. And so the institute only responds to requests for assistance that come from people in the school building or department of a school who have an objective and who plan to meet that objective through an in-service program. In general these groups include all or most of the staff who are directly affected by the change the program is designed to bring about. These include all teachers, counsellors, administrators, paraprofessionals, parents, sometimes even students (which is unusual), all those whose active support is needed to make those changes, since the success of the proposed program must have the key people in it or it won't be funded. Another key principle is that participation in in-service programs funded by the institute must be voluntary.

The best bureaucratic response that we had to a participant control model was to decentralize decision-making to the local level, an action which consciously embodies the strategy of smallness of scale and modesty, and is important for two reasons. First, the school building or the department of a school is the most pragmatic unit of change; not school systems, or state systems: we have used that route--it doesn't work. And second, because local control has been eroding steadily, we deliberately decided to turn and give some actual control of in-service back to the teachers. I am speaking now about American education, where one of the underlying traditions has been local control of schooling; some of you may be familiar with the enormous number of federal mandates that have been imposed from above on local school systems.

We were also pragmatic enough, at least I think we were pragmatic enough, to recognize that the issues of credits, academic credits, degrees, and all of the paraphenalia that surrounds traditional in-service had to be dealt with. Teachers are, as you all know, accustomed to doing in-service at a university, usually at night, and receiving academic credit, salary increments, and promotion because of it. That is fine; but it has nothing to do with the state--it has instead to do with the teacher and the school system. And so the state has no policy on it. We do not discourage it, nor do we penalize anybody, but it is certainly not an essential part of our in-service system.

Let me just briefly describe now how the institute works in the state-wide system. There are six regional centres in Massachusetts. The institute in each region is a decentralized education department which is coordinated through a central office in Boston. Each region has a council that is composed of a majority of classroom teachers who monitor the operations of the in-service institute, and they have very real power. The region also has what we call an in-service team who are employees of the department of education. We had to search very hard to find anyone who was eligible, but we finally did and they are now the team who are responsible for fulfilling a whole variety of functions. They maintain a resource file which they disseminate to all school systems; they let the school systems know about opportunities and resources for in-service in their region; they are also charged with developing productive new relationships among colleges, educational collaboratives, school systems, and others concerned with in-service education. And finally, they are charged with making sure that each school system has equal access to programs under the institute.

I am sure you are all familiar with the efficient school systems that are ready to go with a proposal on your desk on Monday morning as soon as the new system starts and that you are just as familiar with those school systems who never, ever,

have any kinds of in-service programs at all. Part of the responsibility of this in-service team is to go into those weaker school systems and to proselytize where necessary.

Before a group is eligible for institute funds, they must satisfy three basic requirements. The program that they have evolved must be designed to bring about a specific improvement in the instructional program or educational service offered by a school department, and that improvement must be clearly stated and agreed upon by all participants. We call this the "no Mickey-Mouse clause". Enough people must be willing to participate to ensure that the improvement will occur. This is our attempt to be pragmatic; to make sure that this change will, in fact, occur. All of the people must be involved who are necessary to make the program work. As well, the local school system must have committed itself to implementing the program's objectives; and that takes some forms of funding, of providing space, of providing release time where it is necessary, and so on. As part of an effort to cut down the bureaucratic red tape there is a one-page application form which the group of teachers submit to the in-service team. Once that program has been approved, that one-page document becomes a formal letter of agreement, or contract, which operates between the department, the school system, and the group of teachers. There is no other bureaucratic red tape, none at all, just one single page.

To summarize this, let me describe to you how it would work from the vantage point of the users, that is, the group of teachers. A group of teachers in a school building or department of a school who have identified a common problem and who wish to solve that problem with an in-service program, would call the in-service team in their region. The team would visit and discuss the program and if need be, help the group complete the application form. They would then check that the program is designed to bring about the change that is required; that it has the commitment of the principal and the school system; and that the group of people necessary to bring

about the program and to sustain it are all voluntarily involved. If the program satisfied those guidelines, it would most likely be funded. The team would then supply that group of teachers with a list of consultants who are in the resource file and who have expertise in the particular area that concerns the teachers. By law, they must provide at least three consultants; those consultants can be, and often are, university people. (In Boston, there are legions of unemployed Ph.Ds prowling the streets, snatching bread from the hands of those who have jobs. The great academic depression has hit Boston. There is a large pool of people highly trained, enormously competent, willing to work, and able to travel, and who are in fierce competition with the traditional dispensers of in-service education.) The team provides a list to this group of teachers, the teachers choose who they want, the program begins, and the institute pays the consultant at a flat rate of $100 a day. Some of those consultants, also can come from within the schools; some of the best in-service educators we have are fellow teachers in the school or in other school systems.

For those of you who are here from the United States, I want to speak a little bit now about funding, and I apologize for talking about this in Canada but the way things are funded in the United States is enormously complicated. The major cost of this program is simply payment for consultants, so a typical program would cost about $1,500. This year in the institute we had $40,000; next year we will have $600,000. A quantum leap, but you can see from this that that is where the money in education is going; and that kind of quantum leap is, I think, something that will continue to recur. This means that in Massachusetts we have 400 programs that can be offered next year.

Most of the money for in-service in the United States, as some of you may know, comes attached to categorical funding; the Federal Government gives big pots of money for things like special education, occupational education, Title IVC and now the new source of funds is Title Two, basic skills. All these have about 5% of the funds that have to be used for staff

development or in-service. That has mostly been used in a perfunctory way, in the same way that the 5% evaluation funds have been used. What the institute has done is to take all of that money and to pool it together under one set of guidelines so that any in-service funds spent in the state would have to meet the guidelines of the institute. There is always a Catch 22. Those funds cannot become mingled, you cannot put them all together in one pot; they have to be separately accounted for. But the latest, and here is a Catch 44, the latest enactment is Title Two, and that says that the funds must become mingled. So you break the law if you mingle them and you break the law if you don't. That is just one of the exigencies of trying to fund things. Nevertheless, what happens is that all funds are put together in one pot and the money goes out through the institute under its guidelines. That was one problem in deciding how the institute was going to be funded.

There are two other problems; one is local, and the other one national. Following an embezzlement scandal, every cent of state funds had to be accounted for. We had been trying to send all of this in-service money out into the hands of teachers, now we could not politically do that. The second problem involves the natural fiscal constraints occurring across America in terms of property tax relief, and other forms of public budget cutting. (I should pause to mention here that budget cutting can hit in-service in ways that you would not expect; school systems in Massachusetts are cutting in-service from their offerings, they are simply not offering in-service money under the pressure of budget cuts. And yet, here we are, celebrating the beginning of the New Age of In-Service, without having more than a tenuous hold on the public imagination in this area.) So, given those kinds of constraints, the way we arrange the funding is to have the in-service team in a region recommend to the central office that such and such a consultant be paid for such and such a program. And the central office sends the money out. Other issues are also involved in funding and some of them may have already occurred in these regions.

One of the other features of our funding pattern is that there be a minimum time elapse between when a group of teachers makes a request for a program and when we give a decision on that request. We try to keep this to a three to four week period, and so far we have been successful. But the point is, where you are getting jockeying for position on in-service amongst school committees, teachers' unions, departments of education, colleges and universities, coupled with a big funding mess, it is very easy to lose sight of the goals of in-service; that they should be to improve the teaching and learning in the school.

The institute began operating in September and we have a lot of programs still in process; we also have a number of outside consultants who are evaluating those programs and the institute while helping us to phase them in. Let me just give you two impressions of how it is working. One program in a well-to-do suburb of Boston is funded with Occupational Education funds, and the purpose is to integrate computers into various aspects of the school curriculum. The whole school becomes implicated because the computer will be involved in the entire operation of the school when the integration is over. In another example, in Cambridge, Massachusetts, there is an elementary school with two programs in process. The first part involves teachers, parents, teachers aids, and administrators who are planning how they can keep open classrooms which they have established in their schools and expand them as their kids move through that school into junior high schools. The second part of that program involves the development of a multi-cultural curriculum to go into that open classroom in a junior high school. Evaluators I have spoken to on this program are unanimous in their praise for certain features of it. They say the participant control and voluntary nature of the programs are the most striking and exciting features of all the programs they have seen. They make comments such as, "there are no glazed eyes" at any of the sessions they saw; that there is always enthusiasm; that the teachers genuinely feel a kinship with these programs and that they are doing what they wanted.

The teachers' response to the programs of the institute initially was one of surprise. They were surprised that they had to do the work of organizing and planning of the program, "Isn't that the administrators' job?" After they had evolved those programs, however, and seen them underway, they felt they had learned a lot from the process; and that they had really clarified what it was they wanted, and consequently were satisfied with the programs they had acquired. The most gratifying aspect of all this effort is the numerous requests which were generated from the weaker school systems who are now also getting a number of in-service programs. Part of the reason they are applying, I think, is because of the noncompetitive aspect; there is no enormous investment of time, and for school systems that do not have full-time career development personnel, that is very important. At the same time, they are getting equal access to the institute's program.

When we were planning this program we knew that no other state-wide systems like it were being planned in the United States. However, we were delighted to learn that in Australia a system almost exactly the same had been operating for five years, since 1973. This system came about after the election of the Whitlam government who created the Schools Commission which provided massive amounts of federal money for in-service programs. The central feature of that program is participant control of in-service programs, the same as in the Massachusetts system. Programs are all school-based, and they focus on the total group involved in the work of the school. Another feature of the Australian system has to do with geography. As in Canada, distances are often enormous between country schools and one way they have handled that problem is to have residential in-service programs for teachers which last one or two weeks and take place in specially-built in-service centres. In South Australia, well beyond the reach of T.V., they had a radio course for beginning teachers which lasted eight weeks. It attracted roughly 590 participants, and the total cost of the program per participant was $6.93.

The chairman of the Australian Schools Commission visited us in Massachusetts this year. At about that time we were having doubts about whether some of the features of our system would actually collapse into a hopeless jumble. We were having doubts about whether participant-initiated control in-service programs would ever really work; we were doubting whether a state bureaucracy would inevitably grind the idea (which was one intended to liberate teachers) into a fine sand of impeding regulations, middle level covert control, and debilitating delays. Further, we were worried about the capacity of teachers, who had long been kept under the thumb, to respond to the challenges implicit in this model of in-service. The Australian chairman of the Schools Commission assured us that in five years of operation of the Australian program, the one feature that had exceeded all expectations and was now the strongest part of their program was participant initiation and control of the programs. I think an important lesson can be learned from their experience.

I would like to briefly mention a few other experiences from the Australian system. The first is that in in-service programs teachers have to be considered as adult learners who require far different strategies of teaching and learning. Second is that in-service, to be effective, requires and can encourage a broad-based community involvement including parents, business people, community leaders, professionals, workers in other fields, and students. Third, a stronger link is needed between pre-service and in-service. Finally, there is a great need to train in-service educators since there are new modes of response, different constituencies to serve, and less formal and traditional ways of proceeding. In Australia they accomplished this by funding from the Australian Schools Commission.

I want to turn now to the implications of these systems for educational reform, because when we look at it in a larger context, that is what we are all involved in. It seems that two basic kinds of educational reform have come down from the top, and I am speaking mainly of the American context. The

first have been substantive reforms and changes that have been mandated reforms, such as special education, bilingual education, occupational education, and so forth. These things have transformed the schools. It has happened without much fanfare, but schools are very different from ten years ago because of these programs. The second kind of reform that comes down from on high is the kind I think we are describing in this system which is a procedural rather than a substantive reform. There is no mandated or guaranteed outcome, but there is a desired direction. And I think this is somewhat akin to the phenomenon of open education in the sixties. There is a clear and hazardous weakness to this kind of reform, and we should be alert to it. The danger lies in simply putting old wine into new bottles. Services are realigned, modes of delivery are restructured, but the substantive issues to do with school structures, power balances, curricula, etc., are treated obliquely, and only the appearance of change predominates over the prevailing underlying conditions.

There is a danger, too, that in-service will become the domain of fully professional interest groups such as universities and colleges, and under the compelling claim of their professionalism, control of in-service will gradually slip away from teachers. With the shrinkage of the clientele for teachers, for teachers' colleges and universities, that pressure will only become more intense. Perhaps I can put it this way: the procedural change in how in-service education is organized and funded, which is a reform in and of itself, sets up the conditions for other kinds of reforms to take place in the school. The Massachusetts system and the Australian system have made these significant procedural reforms. They empowered those previously not empowered to control the terms and conditions of their own in-service professional training. They changed the mode of in-service, moved its focus from the university to the school, from the individual teacher to a group of teachers, from the exclusive concentration on credentialling and academic credit to professional on-the-job training. They significantly altered the funding of in-service, coordinated all in-service funds and

unified guidelines, and placed the power of funding decisions at the local level, where decisions are overseen by a council comprised of a majority of teachers. This represents a significant rebalancing of forces.

The old mode of in-service diffused teachers' efforts into singularly pursuing their own interest, careers, and salary increments. For teachers this has often been productive, but just as often it has been a treadmill which is in no way related to the central business of a teacher's professional growth. Teachers are forced to have in-service done to them, rather than done for them, or by them. Time and energy is often exploited by someone else's goals in the name of the teacher's own professional development. The climate around schools these days can hardly be described as reform-minded. This is a very difficult period for schooling and I do not think there are very many straws to clutch at. The new balance of forces in in-service education and the systems I have described do not guarantee that significant and substantive reforms will follow, but they are making in-service education more responsive to those who use it. Through teachers working together on common problems, the current laissez-faire, exploitive, and fragmented approach to in-service may finally break down.

Let me conclude on a conciliatory and hopeful note. Albert Shanker who is the President of the American Federation of Teachers, deplored what he called "the extremist rhetoric which suggests that teachers should control in-service education and teachers' colleges should have no role". He foresaw the possibility of teachers' centres and in-service programs becoming "the meaningless sharing among people, none of whom know anything". Such an attack on the integrity of the teaching profession's capabilities should not have come from one of their nominal leaders. Be that as it may, I think he is right at least about one thing. There is a role for teachers' colleges and universities, but it is no longer the old role; nor should it be. The alchemy has changed, and the power is shifting. What the Australian and the Massachusetts system have so far demonstrated

is that teachers can take responsibility for their own in-service, and that they can choose responsibly from all of the resources available to them inside the schools and outside the schools.

## 2. SOME INFORMAL THOUGHTS ON IN-SERVICE IMPLEMENTATION AT A FACULTY OF EDUCATION

JACK LOUGHTON

Let me speak for just a few minutes about the implementation of an in-service program from an implementer's viewpoint. I'm going to say some practical things and you're going to disagree with some of them, I hope, and I am encouraging you to corner me before we both leave for our perspective destinations when this conference is over to discuss further some of the things which I hope to bring to your attention in the next few minutes. First of all, in-service education can be a vigorous weapon; perhaps a bad word, but I think it is that, a weapon, for program change in teacher education. Good in-service, sooner or later, will provide a comparative model that will dramatically affect what teacher education institutions offer as their pre-service program. Now, I know there are a lot of disclaimers about the fact that we are talking about a different target group, different goals, different objectives, and so on. But if you are a program implementer, who is responsible for in-service from the universities' point of view, and if what you want is to provide good teacher education, then the in-service program will affect what goes on in the pre-service model. And I hope to illustrate and support this concept by citing some operational characteristics of a functional in-service design, from the point of view of a program implementer.

In order to expedite my remarks, and maybe to provide just a little rhetorical licence, (that means I can get away with saying something that's irreverant, and perhaps even outrageous from time to time in terms of what you might believe) let me cite a scenario that I think is going to happen throughout Canada over the next several years.

First, I apologize about this coming from the university side; it seems that I am apologizing quite a lot these days for working at a university when it comes to in-service; and I think there's probably a very good reason for that, given our record. But, anyway, let's take a person we will call Fred; let's make him an Associate Professor; let's give him several years experience in a faculty. He's called into the Dean's office, and the Dean says to him, "You know, Fred, three years ago at a faculty council meeting, this faculty endorsed unanimously the principle of in-service education." Fred says, "Yes, I understand that. And then the next thing we did was establish the committee on in-service. And we referred to this committee the responsibility for the study of the delivery of effective in-service programs to our constituent school divisions." "Right. And then what happened--NOTHING--right? Well, after three committee meetings, faculty members went ahead, did their one-day workshops, received their honorariums, came back, reported to each other what they had been up to, but in fact, vis-a-vis the regular programming of the Faculty of Education not much else happened. So Fred, we are reallocating our resources," (that's the next term that comes up in such a conversation) "and we are reallocating some of our regular resources toward the in-service program. And, Fred, you've just been reallocated. You are now the implementer of our new in-service program." Well, if Fred's a good friend of the Dean, there's some dialogue at that point about what the alternatives might be if Fred doesn't want to do that. As you know, some of the alternatives are very clear and as you have just heard, some of them are very real in Boston. And I'm sure that this will be true throughout western Canada.

Anyway, Fred goes ahead and takes on the task of in-service implementer. What does he do? Well one thing he might do is call a colleague who is involved in this sort of thing, and say, "What am I going to do?" If it was me he called, here are some of the things that I would suggest: first of all, I would offer condolences because he had, not a zero sum

to start from, but a rather negative thing. However, I would say that the good news is that for whatever reasons, in-service is now in vogue and that tends to provide vehicles for doing what it is that we think is important to do. The paradox, I think, of the nature of teacher in-service is that it has been almost a benign program afterthought at this point for most faculties of education. Like God, motherhood, etc., you rarely hear anybody stand up and say, "In-service is bad." Why? Basically, I think it is because no one "owns it," no one has a vested interest, and no one sees it as a powerful thing at this particular point. Faculties of education have always done in-service after the fact; it has never been a part of their central function.

There are some things that are acceptable in in-service that are not acceptable in pre-service. One of them is that we tend to listen in in-service to the needs of the consumers. It is acceptable for example to accept needs assessments in terms of in-service programming, while we rarely do that with the pre-service programs. Now when we say we do that with the pre-service, I am talking about what we do do, rather than what we should do. Alright. So we do that; we listen; we do needs assessments.

Secondly, we think it is more acceptable to define learning outcomes and to apply these specific teaching and learning activities when we are talking about in-service. When we are talking about pre-service there is a long argument about academic freedom; "Don't tell me what I'm going to teach in my course, I do that--that's part of my rights as a professor," and so on. And that leads me to the first of several personal biases that I'm going to admit to.

In my opinion, we must reexamine the role of the professional school and the faculty of education as a professional school. If, in fact, the faculty of education does not make a qualitative contribution to the instructional process of the schools which surround it, it does not have a reason for existence as a professional school; it quite simply loses its reason to exist. We could split it up and parcel it out to other sections of the university, and let it get about its business.

And the third thing that is happening with in-service is that it seems legitimate to plan cooperative programs, courses, and delivery systems with people outside the institution. In other words, it is legitimate for people in the faculty of education to plan the in-service program inter-institutionally.

We pay lip service to that kind of planning with pre-service as well. Over the last ten years I look at faculties of education throughout the western part of this country and see very few demonstrative examples of inter-institutional program planning taking place at the pre-service level. Maybe I haven't looked hard enough.

So as a program implementer, and if I'm talking to Fred now, this is the way I would counsel him. Before anything else, he should make sure that the notion of in-service is in fact a clearly defined policy of the faculty. That is the first thing--make sure that is in place. After you get involved in the actual administrative implementation of an in-service program you do not want to have to "administer by committee." The faculty's responsibility is to set the policy--do they in fact endorse in-service or not? If they do endorse in-service, then let's get on with the job.

If we were to give Fred three or four quick guidelines, this is what I would include among those guidelines.

1. Your in-service program should directly reflect the in-service education needs as defined by practising educators; not only teachers in classrooms (and that's certainly the largest single group) but also other practising educators.
2. The effectiveness of the project, or the program, should be defined in terms of enhancing the quality of instruction. In your mind the aim of that in-service program must end up addressing the problem of the quality of instruction, either in the school system, or at the faculty of education--either place.
3. Make sure your planning function is done in a cooperative manner.

Let me just speak about that for a minute. I think there are two levels of a committee structure for good implementation of this sort. One is an advisory committee of chief decision-makers of different organizations. If I was going to talk to you about Calgary, we would include the chief superintendent of the two school systems there, the dean of education, and the presidents of the two locals of the teachers' association. The second committee would be an internal committee; a working group within the faculty but reporting to the dean as a dean's committee.

In universities we have a little trouble differentiating between policy and administration. I guess I am not telling you things you have not experienced a hundred times; that sometimes university folks tend to think that everything is policy. Having made policy there is a tendency to still want to go back and review the administrative decisions that are made on a daily basis, and what we can end up with is a certain amount of program inertia. These committees establish policy but should avoid dabbling in the administration of that policy.

4. Appoint a faculty member whose major responsibility is the implementation of the program. I think this is one of the real problems in in-service, i.e., the fact that often we have not allocated to an individual the administrative responsibility for in-service.

In the area of governance, the program implementer should provide leadership in introducing a program that provides both credit and varying course sizes in in-service. The concept here is that it is crucial that the credit option be available for the university's activities in in-service. It becomes a matter of program credibility that in-service is accepted as a legitimate program, within the overall university setting.

Now, in my own view (and a lot of people do not agree with me at this point) a program implementer should write proposals seeking outside financial support for your program. You should in fact "hustle" soft money. And you'll say to me, "But there isn't money, this is a time of restraint!" This is where we

have the good news/bad news situation in in-service. I think the good news is that there will in fact be money for in-service. And if you want to talk to me about that after, I would be pleased to do so because I think that there is already in western Canada significant money raised in support of the experimental delivery systems of in-service programs. If we harken back to the multi-ethnic support of teacher education in the early seventies, which was in vogue then and is now tapering off, what happened in western Canada was phenomenal in terms of soft money funding. I think the same thing might happen in in-service.

There is one other area that we should just touch on very briefly regarding implementation strategy, i.e., the establishment of a working group between the university, the teachers' association, and the people in the school divisions that are most directly involved in the in-service function. How do you decide who that is? One guideline is to find the person who is close enough to policy to influence it, but close enough to design to dramatically influence that too. In the usual school system it would be a classroom consultant in a subject area. At the university, hopefully, it would be the appointment of this implementer who had access to the influence of program policy as well as to the design of the program. This informal liaison group will be crucial to the delivery system of the in-service model.

Let me give you several examples of what they might do. I have been involved just recently with a set of consultants who have arranged for teachers' release time from their classrooms during the day to do specific things and specific courses. These teachers are then trained at the university by people who are both the division and the university. They then return and, in the best economy of scale tradition, do professional development in their own school. So the school division people are able to release, or provide release time for people to involve themselves in that kind of in-service, and a real multiplier effect, if you like, can be generated from that sort of activity.

Travelling very quickly and in high gear here so please excuse me for doing it, but just to say one last thing: I think that in-service is a two-way street and I am working very hard at this moment to try to reach some consensus with my colleagues at the university that will define them as consumers of in-service. And I think that when that particular objective is reached then the real notion of in-service, that is, teachers supplying reality checks for faculty members as to what their particular expertise means to the classroom in 1979, as well as the reverse, i.e., practising what teachers can contribute to the university classroom, then, the in-service situation will meet most of its objectives.

## 3. IN-SERVICE EDUCATION IN BRITISH COLUMBIA: A VIEW FROM THE HILL

RICHARD PEARCE

It's been a very fine experience for me to have been at this conference for the last day and a half. Today I want to talk about constraints, collaboration and commitment. I was going to hold this up in my hand and say that I think that I have in this hand the most valuable resource in in-service education in the province of British Columbia: it's not money, it's not time, it's the people on this list. That is a very simplistic way of saying what I think of the implementation end of this conference. If we look at Bruce Joyce's paradigm of levels of awareness, concept control, acquired skills and then utilization and transfer, I am already asking myself, what is the format that we are going to engage in in this province, at the local level, at the regional level, and in institutions, at moving in-service down the line. How are we going to do this? There have been several good conversations that have come up from some of the speakers and from some of the participants here in the last day, as to what kinds of plans we in B.C. could pursue.

The title of this talk was "In-Service Education in British Columbia: A View from the Hill"; the involvement of universities in in-service education and the institutional constraints that a university experiences in entering into in-service. And I would hope that we would all be able to be clear on the evolving mission or purpose of universities in terms of how they are constrained to work in the field in in-service education. One, the hiring model: if an institution is going to move into some form of in-service training program in which their resources are going to be made available, then you do not hire people to teach a full course load on campus and then expect that in their spare time, from the

goodness of their hearts, they will go out and do something useful in the province. The very time when people are needed are the times when we have to have people on campus.

Point number two: you have got to have recognition for in-service work. If you look at the faculty handbook in many institutions across this country, you are going to find that promotion and tenure documents do not list in-service anywhere near as high as scholarly publication, evidence of research, and university teaching. Somehow we have got to find a way of asking university personnel to do in-service education so that it may be rendered in a scholarly way and put into refereed journals and made just as creditable as the type of institutional research that does go on.

In 1977 Bruce Joyce wrote a paper and authored with several others the findings from a large series of investigations with the faculty of education professors as to actually who publishes and who publishes what. And you would be amazed that in the U.S. up to that point, the average refereed journal publication of a faculty member in the U.S. in the Colleges of Education, was one publication in three years. So, considering that people hold up the idea that you have got to publish to survive, that is not a very good record.

The second aspect of this is that you have got to have a priority. There has got to be a priority within the faculty to be involved in in-service and you cannot just take the leftovers. It cannot be a marginal operation. When I talk about in-service I will use Bob Howsam, who is the Dean of Faculty at the University of Houston, who is a Canadian, incidentally. His definition of in-service has to do with activities that are sponsored by, and initiated by, school districts, in which the objective focuses on an individual, or a group, to acquire a particular mode of education that they have chosen. It has nothing to do with the kind of continuing education for human beings, for teachers as people in the community, or as educators in general. It has to do very specifically with certain kinds of educational techniques.

The education extension office of our university came into being in title, about three weeks ago, in essence a year and a half ago, when a variety of "Freds" were put together under one wing to try and respond and deal rationally with this issue of in-service education. Coupled with that in June of 1977, three universities in this province received the opportunity to apply for interior university program money designed to provide post-secondary services for all the non-metropolitan communities. Well over a million and a half dollars was made available, providing that at the end of June you could get your proposals back to the particular board, in less than six weeks. With seventy-five percent of your faculty all over the place, with school districts not in session, those proposals had to show needs assessment, they had to show determination of staffing, they had to give some kinds of measurable outcomes. That is the type of scenario some of these ventures have had, when it comes to funding in this province. In the last year and a half, from seven courses off campus, we now have forty-one; from a previous thirty-five non-credit workshop programs, we did one hundred twenty-five this year; and we have three graduate programs off campus.

Here I am very much reminded of a story that I must give credit for to Bill Drummond at the University of Florida, who first told it. It's an Aesop's fable and it is an in-service joke: In the olden days, when men were allowed to have more than one wife, a middle-aged gentleman had two wives, one considerably older than he was, and one considerably younger. In the evenings, in preparation for his retirement, the younger wife, viewing the greying hair of her spouse, made very sure that in combing his hair she pulled out all those hairs that were grey so that he would not age faster than she. And in the morning, the older wife, preparing her husband for the day, combing his hair made very sure that she pulled out all those nice, bright black hairs in order that he would age along with her. And in three months he was totally bald.

The moral of the story is that if you give all that you have to everyone around you, pretty soon you will have nothing left. And that is precisely what offices and agencies can get into when that kind of scenario and those kinds of factors impinge and the cry goes out for leadership and the models and the methods of proceeding. Obviously, if universities are going to take a role in in-service education, they have to be selective. Now I do not mean you just do every other school district. The model that you have got to use has got to be different from that old format. But we can't even get into each school district if asked, let alone regions. It's like the aftermath of a drought of twenty years; people are phoning up and saying, "Can you give us some help?", and they are a little surprised sometimes at the constraints; that we are now saying, "We're out of gas".

Collaboration is my next topic, based on several programs in this province, not only at this institution, which has one of the very interesting models of combining pre-service and in-service work (and I take my hat off to the people that have worked with the PDP program at S.F.U.), but also at the University of Victoria which has an internship program. We have some forty-five to fifty secondary pre-service students in districts and the success of this latter program is based on a collaborative model of a local advisory committee. The pre-service program operating on the island, and I will just speak for my own, exists today because of school district staff, local association support, principal, and sponsor teacher involvement, faculty associate resident living in the district all year, the intern, or the student himself, and the trustees. Those people are represented on a local advisory committee that cooperatively plan, and share the financing, the assessing, the implementation and the evaluation. It is not a quick process; it is slow. But it has a tremendously higher yield than those projects that are mounted in the old way.

On the in-service scene, the three field offices of the three universities have had some collaboration and there have been a number of regional meetings in which one or more of the universities, together with groups of school district people, professional development chairpersons, school district staff responsible for professional development, have all been involved. I see this kind of collaboration as a very useful way of moving down the road.

I think there are two things I would like to leave you with. Thomas Kuhn uses the word "paradigm"; it means point of view, the way you look at something, taking into account all the factors, your perceptions, biases, information--rational or irrational--and so on. There is a paradigm about the stages in the development of a teacher. The teacher comes in after, say, a B.A. or B.Sc., and takes a one-year program and the stages are as follows: first, "I wonder if I can physically survive for forty minutes in that classroom with those thirty people? Physically, can I do it, can I get the butterflies out of here, can I get the fog out of here, can I get out all in one piece?" Secondly, once a student begins to do that and feels trepidation, is, "Can I do what my sponsor teacher, or my supervisor, calls teaching? Can I go through these motions, can I conceptually handle that?" Until you have got to that point, we don't find that the student turns his focus from the teaching to the learning and asks the question, "I wonder what the pupils are learning and how do I determine that?" There is a tremendous focus on the self first and then when you have that down, then you start to look out. And the fourth comes after you know that you can teach, test, look at learning, then the question is, "Well, is what I am doing effectively appropriate within the curriculum; does it fit? Does it fit within the discipline area, does it fit in terms of kindergarten through grade twelve?"

Once the person has gone into the in-service area, then the problem changes a little bit to how can you sustain, maintain, develop, extend and refine the commitment of the

individual to the profession? Several people that I have talked with said, first, "Can I survive?" Second, can they perform the types of motions which people say are fairly creditable in-service? Third, if that involves something to do with the learner, something to do with the consumer, how do you know what is going on? The literature is full of examples of programs which show no appreciable change in pupil behaviour or teacher behaviour as the result of the program. And the question is, does that mean you change what you are doing? Are there things that occur that you can't measure? And there has been some good dialogue in the last two days on some of those.

I enjoyed very much the presentation this morning that Louis Rubin gave and having had a year of teaching in California myself before I took my last two degrees at Oregon State and returned to the province, I had the opportunity to work with a number of U.S. educators. One of them, Ralph Tyler, wrote a chapter in the recent book, at least in the first edition of Gage's Research in Teaching Handbook, about the mid-sixties, and he says that out of a lot of studies there are four characteristics of outstanding teaching that he can identify. One is a thorough knowledge of the subject. Second is a care or concern for the learner. Third is a desire and enthusiasm to transmit that information, those attitudes, those values, those skills. And fourth is a sense of humour. And then he ends the article by saying, "But what human endeavour wouldn't profit by having people that have those qualities?" They are not peculiar to teaching. And that brings me back to Rubin's comment about taking one hundred people who have degrees and who are interested in children and so on off the street, putting them through a program, putting them in the schools and not knowing the difference three years down the line; indicating, as an elementary teacher in the Duncan area once told me, "Well Richard, just wait 'til your people get out in the schools and we'll put them in harness and after three years, we'll have them where we want them".

The most influential force in the education profession today exists in the school, in the building level, in that environment. Not in faculties of education, not in other areas. A story that came out of our science education program in a national study in the U.S. was that if you take a canoe and you float it in a swimming pool, and you don't have any ripples at all, and you measure the level of the swimming pool, does it make any difference if you take a penny and you put it into the canoe; or if you put the penny into the water of the swimming pool and let it go down to the bottom and then look at the change in the level of the water?

I gave that problem to an introductory physical science class in a college in the U.S. and two hours later, when I was in the cafeteria, I found paper clips and all sorts of little cream things floating around in coffee cups because I had given them a problem that they had twenty-four hours in which to solve that they could not look up in any book. It was a "demand" kind of learning situation. What does it relate to? Right, density, specific gravity; which comes out of a physics unit which is usually very dull. It does not have to be dull! The textbooks today in many science areas have forgotten something, that most of the people such as Aristotle, Copernicus, or Galileo, or Newton, all were motivated; they all had questions, they were all searching. You do not find those things in a science book; you find the laws, and the principles and the facts. What you have got to do is say, "Hey, wait a minute". You have got to get back into a situation where you can confront the students with the phenomena and allow them to generate those kinds of questions, and then the materials start to flow from there.

I think with in-service work we have got a very, very fine series of models that have been laid out here in the first day and a half concerning some of the things that you do not do in in-service, and some of the things that indeed, you can do. I am most committed to this concept and just to show you how

committed I am, next Tuesday I leave for the islands of Greece for a month's holiday so that I can have a little bit of time to reflect on what has been, for me, a very fine experience. So, on your behalf, since we are talking about British Columbia, I certainly hope that you stay in the kitchen--it's hot--but I hope you stay in the business.

# V

# SCHOOL-BASED IN-SERVICE: HOW TO CREATE AN HOSPITABLE ENVIRONMENT FOR NEW IDEAS

*INTRODUCTION:*
*MARVIN WIDEEN*

Michael Fullan comes to us from The Ontario Institute for Studies in Education. I could talk about the fact that he has been a consultant to an Indonesian project, I could talk about his work in curriculum evaluation, and could also talk about his work in writing several textbooks, or chapters of textbooks, but I think the thing that interested us most about Michael's work, and why we invited him to this conference, was the fact that he's done a great deal of work in curriculum implementation. Not only has he worked at it conceptually and produced some very insightful works in that area, but Michael has also carried through the activity with teachers and with principals. So then, from the conceptualization of in-service that we have heard from Bruce Joyce and the alternatives we saw yesterday, we turn now to what in-service education is all about, the school as a system, and the teacher within that school. It gives me a great deal of pleasure to introduce Michael Fullan.

CHAPTER 5

# SCHOOL BASED IN-SERVICE: HOW TO CREATE AN HOSPITABLE ENVIRONMENT FOR NEW IDEAS

MICHAEL FULLAN

I am going to talk this morning about the relationship between curriculum development and implementation on the one hand, and in-service or continuing professional development on the other. There are various ways in which I want to indicate that I think that this is a central and fruitful focus for in-service, and by the time we analyze why, I hope that it makes a great deal of specific sense. I will do this in four ways. The first area I would like to talk about is the question of what seems to be effective in-service education as well as some of the negative and positive emerging criteria for in-service education itself. Then, second, I want to turn directly to implementation and discuss two questions: one, what is implementation, what do people mean by it; and secondly, what are some of the causes of it and what do these mean as far as in-service education is concerned. Then third, I would like to give a couple of illustrations from some work I am doing on a school-based in-service education report looking at what is happening in some parts of Canada--part of an OECD project--and talk about these in terms of some of the criteria we've been discussing in the first two parts. Fourth, I have some comments about the implications for in-service, drawing those out a little more directly from what comes out of the first three sections.

So, we look at in-service education itself. Bruce Joyce referred to several studies that have been reviewed, and I won't go into details of the review of this research other than to sum up the few quite common findings that are now fairly well known, but are important to put down as starting points. The first practice, which is widespread though ineffective in in-service, is the one-shot workshop. Your own blue paper in British Columbia comments on this and shows that the great proportion of workshops tend to be of this one-shot nature. Second, the fact that topics are frequently selected by someone other than those for whom the in-service is intended; and third, that there is virtually no follow-up of the workshop in the sense of looking at the ideas and following them through for possible use. Fourth, and related to that, is the fact that there is hardly any evaluation; this, of course, would be of little value if you don't have follow-up. And fifth, the majority of problems seem to be somewhat atomistic, involving people coming from different schools, getting together as individuals and not dealing with two problems; one, not identifying the differing needs that would come out; but more importantly, from my point of view, not dealing with the social systems in which those people find themselves when they return to either a school or school district. The factors at that level are far more important than the individual learning that comes out of the experience.

To extend these in a more positive way, there are also emerging criteria to indicate what seems to make good in-service, and I want to start with these criteria in a way that indicates that they are useful but not totally sufficient, and also somewhat deceptive to work with. Among these criteria are the following six: first, that teachers have to have a major role in identifying, planning and designing their own in-service programs; second, that collaboration in this designing is necessary with some external resource personnel, for example, the connection between the teachers and the district outside the school; third, that the experience has to be intensive and

ongoing, taking place over some period of time; fourth, that teachers find demonstration models to be very helpful in showing what the issues are but frequently these models are missing; fifth, that teachers learn best from other teachers--not only learn from other teachers, but learn best from other teachers; and sixth, that the school is a social system and the climate in the school between teachers as well as between teachers and principal is the most critical factor for whether or not the in-service is going to work, with the second most critical factor being the climate and leadership in the district.

We move from these to say that although they sound agreeable, they sound right, we find some problems in being able to work with them. To give some illustration from the implementation literature, let me cite the problem where it was advised and well-known that participation on the part of teachers in curriculum development was necessary for effective implementation. Both ideologically and practically, a lot of people were advocating it, but the difficulties in doing it or understanding it I think are shown by what has happened in several provinces in Canada; Ontario is the one I know best of course. There, curriculum development was being done at the local district level. The provincial guidelines, especially two or three years ago, were general and the expectation was that the school districts should do the curriculum development. A lot of school districts had the resources and set up county-wide or district-wide curriculum development committees, made up mainly of teachers across the district. For some provinces it was province-wide to do this, or both. The assumption again was that you take these teachers and two things would emerge; one, a more practical input or more meaningful input into what the curriculum would be, and second, teachers would be more committed to implementing the curriculum because of this input.

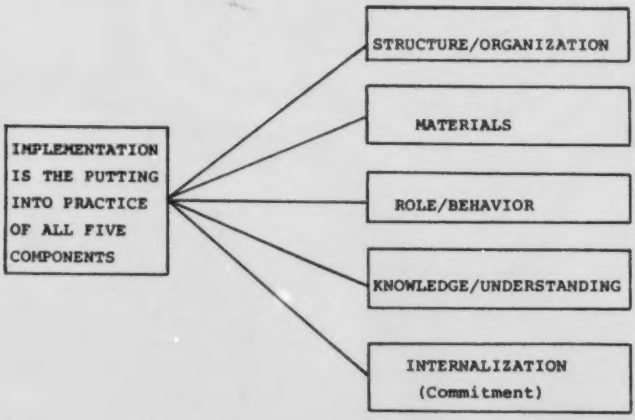
Many of you know what happened from that. You had a small proportion of teachers working on these committees; they spent all of their time doing curriculum development, which was what

they were asked to do, then when the things were ready they were given out to the rest of the teachers. Any follow-up that was done indicated that there was very little implementation that mattered; it could have come from universities, or from publishers, or from the Ministry of Education, or whatever. It just didn't work. And a lot of people were disappointed because they set it up on the basis of involving teachers. But when we talk in a few minutes about implementation, I think we'll see more fully some of the reasons why it doesn't work. I think the same thing applies to in-service education with the suggestion that teachers be involved in defining in-service needs. It will not be sufficient for teachers on committees to define in-service needs for the rest of the teachers; and we have to really look at that relationship much more specifically.

Let me turn then to the second major part of what I want to talk about which focuses squarely on implementation itself. In some ways this may seem a broader scope than perhaps in-service concerns should be about, but it seems to me that it is fundamental to an understanding of what in-service should do and how to plan it. It is fundamental to look at implementation in its full form. Let's start with the question, "What is implementation?" It is not a very magical diagram (Figure 1), but the first idea that although is now well-formulated, is still difficult to work on, is that implementation has more than one dimension. Not too long ago, implementation was a term not even used; the assumption was that you produced something good and it would automatically be followed up and used. The next step was to put more emphasis on the delivery and the production of materials; what it focused on were dimensions that were more tangible, like curriculum materials. These were produced; they were used in some cases, they were not used in other cases. What I'm suggesting is that even when they were used, they were only the tip of what implementation really was. Similarly, with things like structure, organization, and many of the innovations--open-plan school being the most

infamous one--the emphasis was on getting a structure into place, and there was some assumption that that was somehow going to lead to implementation. What I am mostly interested in and what I think is the obvious connection between in-service education and implementation is that implementation stands or falls on whether people do something; their roles, behavior, knowledge, and understanding. What goes on in the minds and behaviors of teachers, to name one group, is most central to curriculum; it is there, in those minds, that curriculum will stand or fall.

FIGURE ONE: WHAT IS IMPLEMENTATION?
FIVE COMPONENTS OF IMPLEMENTATION



I have started with these as sociological terms but some people that I work with at OISE are using them in curriculum-related terms which are fairly easy to translate since there are only a small number of different dimensions. If I could define role and knowledge and understanding in more specific terms I would name perhaps three in addition to materials. One would be teaching strategies, an important area that is associated with a particular curriculum, whether well defined or not. A second, connected to that but separate, would be the philosophy or conceptions, whether implicit or stated more directly, which comprise a major area of importance. A third, again squarely in the area of role change and people's abilities, involves the various assumptions now made about evaluation, student testing diagnosis, and planning. All these represent a tremendous number of skills, which, if used mechanically or naively can be very harmful. If we are preoccupied in producing materials and neglect working with teachers to define teaching strategies, philosophical concerns, or any of the other aspects of change, then none of these skills will be used effectively.

So, on those grounds, I think that there are two quite different assumptions we can make in approaching implementation. One assumption is to get very clear who is doing the developing, whether the teachers are involved or not; and to clearly define the change and the teaching strategies, to follow up, give lots of support, and make sure it happens.

There is another set of assumptions that other people follow which is: it is not desirable to do that kind of specification, and even if it were desirable, it is not possible because you really have to define it by situation; people have to have variations in their artistry and in their ways of implementing, and have to develop those. So that version of implementation is again looking at it from a more open-ended point of view, trying to get variations established and developed within implementation with no necessary assumption that we are talking about something that is defined in advance. But somewhere along the line I am suggesting that this

differentiation at looking at implementation is more than just a question of materials. That when we look at other things like teaching strategies, philosophy, evaluation implications, it becomes clear that those aspects are the ones that are going to have to be worked out with people who are in those situations. And if these are not addressed, then nothing much will happen. Materials might, or just as possibly won't, get used. If they get used, they will get used just as materials and their use will not be consistent with what were the intentions of the implementation; those won't be clear. For example, you can take this framework and critique or analyze any given provincial guidelines or curriculum project. We have done this with the intermediate guidelines in Ontario, which are grade 7 to 10 guidelines. If you take a framework like curriculum dimensions and you look at these guidelines, you find inadequate definition of what the teaching strategies are; inadequate provision for looking at that aspect. Or you find a mess. For example, in the first sixty pages of the intermediate English guideline, something like two hundred sixty-two teaching strategies are advocated at different places. And immediately you read it through, you find that you couldn't possibly know what to do with them, and you wouldn't even actually realize that they are there because they are scattered about in different words. Secondly, when you analyze them they appear to be inconsistent; they appear to be overwhelming, something no one could possibly use. More fundamentally, it is not clear what their connection is to the objectives or the outcomes in any relationship way. So, there are a lot of questions as to what these guidelines should be or even whether they should be. The point, I think, is to begin to look at these kinds of guidelines, both in their own right on paper, and how they apply to people, to try to define the behavioral change side of things--the knowledge, understanding, attitudes, skills, teaching strategies and so forth.

The second set of things I would like to refer to has to do with what we know about factors that cause implementation

to happen or not happen, if we define implementation as "the putting into practice of something", whether that practice is defined at the provincial level or by the teachers themselves. Something is going to change in practice if implementation happens.

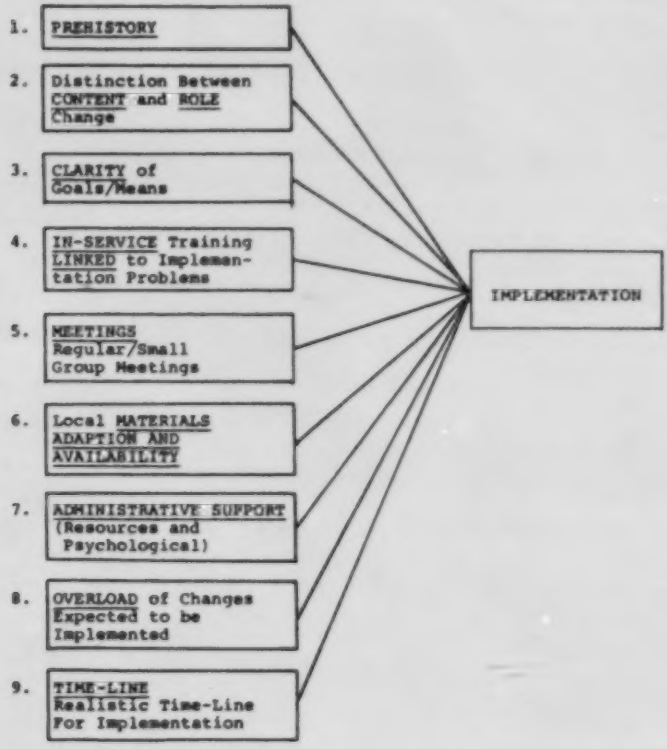
I was first talking about five components of implementation which were: structure and organization was one, materials was a second (and those two I am saying are the most frequently looked at, the most tangible), and the last three had to do with people; knowledge and understanding, role change, and internalization attitude change. I also talked about those in different terms using curriculum that was evident. Now what I want to do is say, "Okay, if implementation is something happening on this side, what do we know about the dynamics?" I've talked statically so far. What do we know about the dynamics of curriculum change in a set of factors? There are nine which I'll read and then talk very briefly about most of them. These can be seen in Figure 2.

Prehistory is the first one; then distinction between content and role change; next, the question of clarity of goals and particularly of means; four, in-service training linked to implementation, five is meetings; six, local materials adaptation and availability; seven, administrative support; and eight and nine are overload of changes and short time lines (see Figure 2).

Let me say a few words about each of these and then move on to how they might be connected. The prehistory is a set of factors that people have in their minds as a result of previous experiences with curriculum in given situations. The more negative experiences that teachers have had with previous implementation attempts, the more cynical or skeptical they will be about the next one. So you get a psychological history built up that is tremendously powerful, and also, by the way, fairly accurate. Nonetheless, when we want to do something of a particular nature we are immediately beset by this question of the prehistory in the last ten years of efforts at change;

and once you have described that, everybody knows what it is, but still we go ahead introducing things as if it did not exist. So you get the same production of materials, the same delivery, and the expectation somehow that something is going to be implemented. The prehistory comes out behind the scenes, but nobody tries to confront it or recognize it as a real explanation for what is likely to happen with a particular new curriculum.

FIGURE TWO: FACTORS RELATED TO (IN)EFFECTIVE IMPLEMENTATION


1. PREHISTORY
2. Distinction Between CONTENT and ROLE Change
3. CLARITY of Goals/Means
4. IN-SERVICE Training LINKED to Implementation Problems
5. MEETINGS Regular/Small Group Meetings
6. Local MATERIALS ADAPTION AND AVAILABILITY
7. ADMINISTRATIVE SUPPORT (Resources and Psychological)
8. OVERLOAD of Changes Expected to be Implemented
9. TIME-LINE Realistic Time-Line For Implementation
IMPLEMENTATION

The second point, a distinction between content and role change, I mentioned in terms of implementation dimensions, but I also want to mention it more in a process way. We find that there is a preoccupation with content, with what the objectives are, what the content of materials is, what the testing might be, and a disproportionate lack of emphasis on role change. It is understandable that that would happen because content is tangible; it is easy. Role change is hard and elusive.

The third one, clarity of goals and means is very crucial. We have become a little more clear regarding objectives and even now, we are testing outcomes. But a great lack of clarity remains in what to do by way of implementation. How do you use an innovation in the classroom and know that it is consistent or worthwhile? And that clarity of innovation, I want to suggest, is a process. It is not a question of clearly defining in advance the objectives and the teaching strategies. It is looking at this process of implementation in terms of whether it is likely to lead to greater clarity on the part of people using something. And in the course of putting an innovation into practice, one becomes more aware of what that innovation is about. It is not necessarily discovering something that was already there in the first place; it is defining it in practice. We need to approach curriculum change with the idea that something has to happen that will produce greater clarity as a result of people implementing the innovation.

In-service education, I just want to mention now and I will come back to it more fully, is a fascinating problem because the obvious approach is that there should be in-service education attached to new curriculum implementation. The idea of how difficult this is, I think, and how much we have to look, not at one factor at a time, but all of them together, is shown in the part that says "link to implementation problem". Even when there has been an attempt at in-service training, and I have looked at several of these, for example the social studies curriculum project province-wide in Alberta, that was analyzed

and written up by Downey Associates and Ted Aoki, and several others, and what happened was a massive province-wide revision and production of social studies curriculums. There were a lot of teachers involved in this at the provincial level and the regional level, and they produced something. They then had all kinds of workshops across the whole province with all the teachers who would be affected, in order to demonstrate what this new curriculum was about and how to use it. What they had, in effect, were pre-implementation in-service workshops on a wide scale. After that the assumption was that as a result of that pre-implementation work, individual teachers would go back and try out and use the material. And school districts, with their consultants and their role to implement change, would insure that implementation would take place. You can guess what would happen when the follow-up was done: namely, very little. There were a very, very small percentage of teachers who were doing anything with that new curriculum that resembled implementation, despite the fact that there was a lot of effort put into the production and a lot of effort put into the workshops. My point is, and there is quite a lot of evidence about this, that there are two problems with that kind of workshop. One is, that it is highly unlikely that people will try the new curriculum because of the confusions and difficulties that I mentioned. Secondly, those people who do try it at that time of initial implementation when they have the most specific questions and concerns and realize what it is about and want to talk to somebody, it is at that very time, that they are least likely to get in-service workshops--during that first year of implementation. It would have taken place before and not at the time when it's really needed. Any attention to the philosophy for example or conception underlying the new curriculum does not mean much at the workshop level. No real understanding can come until somebody has really worked through it.

The second point ties into the problem that I mentioned in critiquing the curriculum. What we find when we try to use

something like this, no matter how carefully it has been developed, is that there are problems. And the problems of implementation may be of two types: one, that there is something wrong with certain aspects of the curriculum, it may not be specific enough, but in other words, the problem lies in the curriculum itself. A second type of problem would be where the problem doesn't lie in the curriculum, but rather where the teacher doesn't really know how to use it and is having difficulty with knowing how things should be worked out. So you have either of these types of things, both of which are very critical. They must be dealt with, I would say, during the first six months of implementation or more, whether it is a project focus, like in-service education for curriculum guidelines, or something that is a problem focus where the teachers are involved in developing that curriculum.

The other points I'll be a little briefer about. Meetings are an indicator of whether implementation is likely to be happening; to the degree that people are getting together on a small-group, particularly on a small-group basis, but in larger groups as well. Similarly with local materials availability and adaptation; and there is an interesting mixture here, I think. On the one hand is the request from teachers that there be better demonstration models of what it is that is supposed to be done with respect to the availability and clarity of materials. On the other hand, and in some ways contradictory to that, is that a lot of changes will require some adaptation; either people will want to do something to change the curriculum, or will want to specify it in terms of their own situation. Some of you may know the large Rand Change Agent Study in the U.S. which looked at many districts and programs which were federally sponsored, in terms of how curriculum projects and other related projects in education were implemented, and they have suggested that mutual adaptation is the most fruitful approach. But whether we agree with that or not, one of the things they found was that when a curriculum was taken "holus bolus", and nothing was changed,

that it then was not being implemented in any significant way; but if a curriculum was taken and changed, adapted, and people did something with it differently from the way it started out, then implementation behaviors were happening.

The administrative support is something we could talk about for several hours, and it is very complicated. We would have to divide it out into the school building level, particularly the role of the principal, and the school district level, and perhaps the province; but in doing this, we would have to delve into each of these in terms of their implications. But the main implication I want to mention is general, and perhaps I could take the principal as an example, particularly at the elementary school level. The administrative support would have to be superimposed on the dimensions of implementation and would be the effective facilitation of planning and taking into account all of the nine dynamics of curriculum change that I mentioned previously; not resolving them, but at least addressing them; being aware of them and being able to work with them. That is what I mean by administrative support, generally. And you see for example, the meaning of this and some of the findings in the role of the principal. A lot of the findings have advocated the role of the principal, particularly at the elementary school, as crucial for facilitating or blocking change. And this is an example of trying to take such a finding and working with it in a more complete way, because something specific seems to underlie it that isn't clear unless we get to a certain level. So, with the role of the principal for example, where we find that if a principal does not support something, it will not happen, except in a small number of cases. And secondly, we find that in cases where the principal has only given verbal support to implementation it doesn't happen; because what seems to be required is the kind of support that comes as a result of understanding the sets of factors that I am talking about, and being able to deal with them on both a psychological level with teachers, and on a resource level of facilitation.

So what is necessary, then, is a specific kind of support; an active, direct kind of support or knowledge, or interaction, rather than just a general endorsement. And it is that kind of something that I think we can spell out. However, it is obvious in looking at different schools that there are great differences from one school to the other as some of our previous speakers have noted; the one school where everything was happening and there was a great sense of activity with people communicating and working; and the other which was very dull and moribund, which Bruce was referring to, where the principal who had been there for many years, had not seen very much, and hardly ever dealt with curricular issues--you know the old joke about when problems are encountered and the teacher says to the principal, who was Mr. Damien, "Well, this wouldn't have happened if Mr. Damien were alive today."

I will now get to the eighth and ninth factors, and close this off. They are interacting ones with the overload being simply the recognition that implementation involves a lot of things that were not previously realized; that the expectation for implementation by way of policy development is overloaded by the sheer number of changes that we are expected to implement successfully, if by implementation we mean the things that I have been talking about. Similarly, the time-line which compounds overload because there hasn't been a view previously that implementation is a process that perhaps starts at the initial stage and develops over time, perhaps a year or two or more. For example, we often get documents that "this guideline will be implemented in our schools by September, '79." It is that kind of thing which makes it impossible to deal with the time-line and then ends up feeding back into the prehistory. People then get discouraged when it can't be done; they lose momentum, they forget about it, they don't try it because it is unrealistic, and there is no sense of development, of implementation as a process.

These sets of things, then, are a broad framework that I think is necessary for any in-service education. And we are finding out that implementation is incredibly complex. You all know Murphy's Law, which is "whatever can go wrong, will go wrong." Well, the implementation version is that Murphy was an optimist. But there are some guidelines for what to do, and while this is really not a large discussion on planning for implementation, there are several sorts of things which I would describe in two ways. One is, if implementation is being affected by these factors, then somehow we have to address them, or don't expect much implementation. Secondly, when we begin to look at them together we get an understanding of how they hang together; and why they hang together provides some practical conceptualization for approaching both implementation and in-service education.

So, the third, the part of this implementation area I would really like to link into in-service more systematically, involves details of what we seem to have learned by these sets of things, and I will name eight which are somewhat repetitive, but are really integrated around in-service and implementation.

The first is that a lot more in-service training should be specific; should be linked into a particular program, whether that comes from the district or the school. There should be a focus on a particular program or a problem. Second, and related to that, there should be a plan for change involving groups of people, not training of individuals, but somehow dealing with groups in a planned way, which may be more or less structured, but which nonetheless is based on some assumptions. Third, and something that obviously is a repetition, is that in-service training during the initial implementation will be very critical. A lot of studies that have looked at whether or not implementation is happening, say on a wide scale in a medium-sized school district, are finding that when there is a new curriculum attempted, even if you do everything right, some implementation movements for the majority of teachers

take something like two years. If it is a more complex curriculum--interdisciplinary, or more fundamental change--it will probably take something like three to five years. Those are, I think, the realities of implementation and they have many implications. The fourth is that the training should be skill specific and concrete; demonstration models, practices, etc. Most of the one-shot workshops, even the good ones, and conferences such as this, deal with the awareness of doing something practical. That's where the planning and integration come in and one of the necessary ingredients in this will be a skill-specific focus. Fifth, and this is, I think, really critical, that the skill-specific focus won't be very useful unless at some point the underlying conceptual clarity, philosophy or whatever, is also developed. One of the problems, as we move towards some more demonstration models and skill specificity, is you can wind up with a mechanical use of something and do it well, but it won't be consistent, and it won't be based on any underlying conceptual clarity. Joyce has already described the research and the five parts of the demonstration models, and noted that when the theory part was not addressed, that nothing much happened despite having the other four. And that is the kind of problem we face, that somehow we have to have fairly specific demonstration models, and use those as a means of drawing out the conceptual clarity and addressing it very significantly.

A lot of discussion on in-service seems to focus on broad structures and process, on the need for collaboration, the need for identifying in-service needs and such. I think that, while this discussion is useful, it does not get down to the program level of planning something that is much more focused and requires people to interact and work together over a period of time. And these broad structures, that are advocating in-service and large policies, will not be very useful unless they are linked at a more specific level. In each case, whether in a school district or an individual school, the setup will be

different. Most of the examples of active in-service education that I hear about involve elementary schools, not secondary schools, and there are great differences between those two sets of schools. While I am not sure what all the differences are, I do know that they are there and that the elementary schools have been more active than the secondary schools in general.

Let me just close on one last point. The last one I think, is to look at this in terms of resistance to change. The kind of analysis that I have been talking about is more sociological than psychological or individualistic. It says that people are not as resistant to change as social systems are. And it says that a lot of things that we have seen as resistance to change are actually functions of the situations that people are in. So, I think, if we are able to work in this area, what we would be doing in effect, would be freeing up a lot of energy that is currently suppressed and working with teachers in a way that the sense of competence and satisfaction which comes out of artistry, or a specific new skill on some particular project, that that sense of competence in activity will be the energizer. And we will discover in doing that that resistance to change is not the problem. Or put another way, we will discover that we have more than enough to do with people who want to participate than to worry about the small minority who might not want to.

QUESTIONS AND/OR DISCUSSION:

*Speaking on evaluation of implementation and some of the things we might look for, you mentioned evaluation of students. Could you address that?*

Response: *Michael Fullan*

There may be two levels of evaluation. One might be around in-service programs themselves--just how do we evaluate those--and we talked a bit about that in one of the task forces yesterday. The evaluation has to be sorted out in terms of what the objectives are because some objectives are for some in-services more than the awareness knowledge level; some are at the skill level; and we need to differentiate between those and evaluate them accordingly. In implementation evaluation there are certainly definite developments now which I hesitate to advocate because they seem to require a lot of assumptions about how to use them. But in terms of just defining what it is, there are people who have developed measuring implementation dimensions along the lines which I have suggested. Both are separate dimensions, measuring philosophy and understanding, teaching strategies, evaluation, skills, and working with students. And they also have measured them, not only in these multi-components, but in levels so each one could vary separately; you might have a teacher who was very high on the use of materials, and teaching strategies, and very low on philosophies or objectives. These levels of use also range from sort of zero or non-use, to intermediate things, defined in terms of mechanical use, and then higher degrees of implementation which define a more sophisticated or self-renewal use. There is quite a valid and elaborate technology that has been developed to do this.

In general I would say that the evaluation should focus on gathering information about implementation activities, with the teachers gathering that information, looking at it and working with it. I think it is more important that the focus be there than, say, at the beginning, at a systematic technology for

measuring it, because when people get the systematic technology, it can be misused and misunderstood and cause more problems than it is worth. And I think, in fact I probably would not use the word evaluation except with a lot of qualifiers when I think of implementation behaviours, but there is no doubt that we can focus on it and get clarity about what is happening and gather information about what is happening and use that information constructively, depending on the conditions.

Question:

*I guess in British Columbia the wave of in-service perhaps has been caused, simplistically put, by the news that we have not "done good", and we should do better. Of course, the other source is the change, curricular change and other changes, which are by and large seen as emanating from some centre, whether it is district centre or provincial centre, or the Ministry. I don't want to make it a gloomy Friday, but I do have colleagues who have taken no part in programs which were designed in response to their needs, whether they be single-shot workshops, whether they be workshop smorgasbords on professional days, whether they be series of workshops, even if they are held just down the hall from them, somehow they just don't come. Now we, as designers, are charged, encouraged, told to design a program to somehow encourage teachers to do better and have curriculum put into place. Do you have any advice as to how we get the people who did not attend previously to attend now?*

Response: Bruce Joyce

I would like to turn the question just a bit and instead of saying how can we get particular individuals to engage in particular ad hoc experiences, how can we build a climate where everyone is experiencing regular personal growth in a variety of ways? See what I mean? Whatever we do will be working against certain kinds of traditions, flaws of the past, the places where our energy went. All through North America we had to devote most of the energy for fifteen years simply to expansion. When I was first

a teacher-trainer, everybody I taught was hired, whether they were any good or not. Do you remember that time? We are them!

We are beginning to get to the time where we've got to look at this whole thing. It looks like tough times in certain ways, but we are beginning to have the leisure--I see it as very positive--to begin to say, "Now, here we are folks! How do we turn toward the building of a different kind of social system?"

In our surveys we find that almost all teachers report that almost all the help they got as they began to teach was from other teachers. They also report that they got almost no help. Both of those things--do you get me? We don't want to draw the wrong conclusions out of that, but that is pretty well the way it has continued. And that isn't where we've had our investment. Our investment is in us, the organizers, university folks, people in the federations, and so forth.

But now I would turn your question, to say, let's work on the business of helping all of us reflect on what we are doing; on beginning to get an understanding of how our school operates; beginning to understand the conditions. And probably most of the people who don't participate for example, do not have much of an idea of what would help them to participate; nor do we. You know, it would take a considerable amount of very careful and gentle and non-defensive dialogue before we do begin to get some sense of how you reach into this funny little world where most of us got, more or less by happenstance and unscreened, into a job that was invented around 1830--really a peculiar job--and began to turn it around in some way.

Response: *Michael Fullan*

I just wanted to say a couple of things, one part of it which is really another way of saying we take the framework that Bruce mentioned earlier--the theory, the demonstration models, the practice, coaching, feedback, that kind of thing--and apply it to something like in-service. The development of a plan for in-service or particular workshop or even a more elaborate

plan, is only the plan-practice side of it; it does not necessarily address the underlying assumptions about in-service and growth and so forth.

So, we have to work at two things simultaneously: planning in-service training that is more integrated along these lines; and fostering a development of a conception underlying the purpose of staff development. That is one thing. The second thing is that it is possible, it seems to me, to plan systematic in-service education around one or two projects to begin with, say, a project focus with a group of teachers, and to try to get that started, which then would take into account some of those things I was talking about. And thirdly, although I tend to be optimistic, I also think about expectations.

When I think of doing something with anything as difficult as this, or tackling something like inflation, I would never think of finally solving the problem or really feeling satisfied until there was a widespread response. I do think that if in any given year ten percent or more of the teachers in a district were actively doing something like this, that those incremental gains in a social way would be really satisfying and would be the things to build on. If we try to do the whole thing, we will go crazy with frustration, simply because it is too big.

*Ray Bolam:*

I'd like to use Mike's very impressive and provocative talk to make a kind of general, if cautious critique from an international perspective. I'd like to take issue with several of the speakers using Mike's presentation as a basis. First of all, I think what has been taken far too much of the time here as unproblematic is really highly problematic and that is what we mean by in-service education and training. I think Bruce started this off on the right track--I think maybe we got lost--he was talking about different purposes and we've tended to ignore his categories to some extent. I would like to remind you of my summary of his four purposes. I summarized them into two, distinguishing between system and individual needs. I will come back to those in a moment.

The other point I would like to make has really to do with something I have mentioned in passing and rather hesitantly. It has to do with what I take to be a fairly deep structural characteristic in both Canada and North America; has to do with a top-down philosophy; a manipulative philosphy which I want to highlight first of all with reference to Bruce McPherson's talk yesterday. He seemed to me to be distinquishing, in a sense validly, between traditional forms of in-service and then overemphasizing one aspect of it. He said, in a sense, that traditional methods had failed; we don't want them and we are going to concentrate on the school. And Mike was to some extent highlighting that perspective too, just now. To some extent, I may be being guilty as one of the consultants to the OECD project, for inviting Mike to contribute on school focus, but I guess that in a sense this is something which is fairly uppermost in his thinking anyway, otherwise I wouldn't have done so. But let me say that we have shifted in England very much from the notion of school-focused in-service. As least we have tried to.

The book that I refer to in my paper was going to be called "School Focused In-Service"; eventually we decided to call it "Making In-Service Work". And the idea of that was to leave the question open; to leave several things fairly ambiguous in the title, but really to enable us to open up the question, "Work for whom?" And it seems to me that there are two sets of clients essentially, and as professionals we should not forget this because it cuts to the roots of what I regard as the professionality of teaching. We were really saying, "Don't forget that teachers have got to grow too." I was delighted to hear Bruce make reference to that again now.

Nevertheless, I think that there is a danger--I put it at its most charitable--that his way of looking at effective in-service could be interpreted in behavioural terms. It could be a sense in which "effective" means when you have gone through all five stages, and then your behaviour changes. At whose behest I want to ask? It seems to me that there is a kind of inherent contradiction here; on the one hand between the kind of self-

creating, self-renewing, individual teacher growing in his own terms, and what I regard as the essense of professionality, and that is knowledge.

If schools aren't about knowledge, if they are only about training and transmitting then I don't want to be a professional. I am interested in knowledge, finally, and that's what it is all about. So my point with respect to Bruce is that I think there is a danger that his five stages will be misinterpreted so that we emphasize the behavioural end one. You know, we get feedback, etc. etc. Perhaps it was, for me most dramatically highlighted in Lou's talk yesterday. I think somebody referred to the "meta-language" that Lou was using. That encapsulated for me rather nicely the unease I felt. On the one hand I felt enormously stimulated by it and I felt that he was addressing issues that I wanted addressing, and the method that he was adopting in collecting the data from teachers, from practitioners, I wanted to applaud. But nevertheless, it did seem to me that he was advocating what could be interpreted, in a way, as essentially a manipulative and dishonest technique. And, I think he is open to the charge that the style he was adopting yesterday could be interpreted in that way too.

And to come in where I started, I think Mike, too, was essentially talking about guidelines, about implementation. We were talking about making things work and it seemed to me that it was coming down on teachers and teachers being required to do things with no sense there of professional growth for what I am regarding as important. It just seems to me that the essence of the thing is why we are called in-service education training; we have introduced education into that little acronym--INSET--because we didn't want simply to be thinking about training; we wanted to include, for example, a masters course that simply opens something up. And there is no way in which we could predict, if you are doing a masters course or a doctorate, what is going to happen. There is no way in which you could get, in a sense, feedback and practice, because what you are on is a road that could lead you absolutely anywhere.

It is a personal and a self-educative process that one is engaging in and I do think that is finally what it ought to be about. To the extent the various contributions have contravened that essential principle, I think I have to challenge them.

*Marvin Wideen:*

It would surprise me if the other two keynote speakers didn't wish to respond. Who is first?

*Louis Rubin:*

I ought to begin, Professor Bolam, by observing that I did not come here to be insulted! What I advocated was, in a manner of speaking, certainly manipulation, but that is a peculiar word; it has a very pejorative connotation and is widely presumed to be something which is dirty and clandestine and evil. If you define manipulation to mean the contrived deliberate effort to bring about a change or a desirable end, then all great leaders, all successful administrators must by definition, manipulate. You do what you can to bring about good things. Manipulation becomes evil only when it is used to obtain undesirable ends, unworthy goals, or when it is used without the knowledge of the participants. So I would admit to manipulating, but I would only say that I am doing God's work and I'm going to get to heaven, just as fast as you are.

Now, I too found Michael Fullan's paper most provocative and worthwhile; I think there are three things in particular that caught my fancy. It was heavy with content and implication. The first is the very strong argument about the logical connective tissue between curriculum and in-service. And if you take Michael's arguments and extend them to their fullest range, what it suggests is that you cannot really change the curriculum without carrying on in-service. And all good in-service ultimately results in curricular improvement. The two then are of a piece and they are closely related, and what that suggests is that you can do valuable and good in-service while working on the curri-

culum and you can care about and carry on wonderfully effective in-service while dealing with the curriculum. So we have really a double-barrelled opportunity. At least that is the way I interpreted Michael's arguments. He observed midway in his speech that all good in-service, or a good deal of in-service should have specific program-focus and I wondered why he qualified it because I think I would be willing to argue that all in-service must be directly related to something that is part and parcel of the school's objectives. It matters not whether you are involved in artistry or extending the teachers' knowledge base or trying to show teachers different ways to test children. All of these can be related to something that is incorporated in the teacher's work day; if you don't do that I think you lack a central relevance. And without relevance we lose that precious opportunity to encourage teachers to do a better job of what they are doing.

And I think today in Canada, as well as in the United States, the kind of toll taken by continuing prolonged criticism like that elegant comment you made a few moments ago about "we ain't done good", well it's questionable. Have we or haven't we "done good." The press has been hostile; and all about Canada, I would suspect, there are teachers who have been alienated by an unloving, hateful kind of public, and for that reason, in-service ought, among other things, to above all rekindle the teacher's sense of faith. And if you did nothing next week but encourage teachers to do what they are doing--because what they are doing is of consummate value--then I think you would make a major step in the direction of shoring up efforts. Because if Bruce Joyce invents a superb system for developing and delivering highly efficient in-service, you cannot presume that just because Joyce can show you how to make great teachers out of mediocre ones, they will, out of personal desire, want to be great. It has to do with that survival principle that I referred to yesterday.

And then, finally, one last comment. At the moment I am working with five state departments in the U.S., each of whom are involved in developing and drafting statewide in-service plans. Last fall I wrote a monograph for the Council of States in School

In-Service in which I surveyed the most definitive and imaginative new program in the United States. What is significant is that none of those replicate one another. Thus, I would predict that if you were to set about tomorrow morning in the ten provinces of Canada, and put your minds to the task of having each province develop its own conception of good in-service, there would be some similarity, but there would also be some difference, and that difference is very valuable coin. Because in-service does not lend itself to quick fixes, sure cures, instant miracles; any in-service objective can be accomplished in a variety of ways. If it can be accomplished in a variety of ways, some ways must be better than others but those which are best depend upon the local context; the relationship with the university; the resources inherent in Alberta as opposed to those available in Ontario, and so on.

And I think it is significant that Joyce is working on models--he is blessed with a good mind and it has been sharply honed--but he is not seeking to produce the Joyce prescription for healthy in-service. Rather he is working on models, and models are prototypes; they are things which can be adapted and modified. Therefore, it seems to me of consummate importance, that you in Canada do not look either to England or to the United States for salvation. First, "we ain't got it"; second you can do it better than we can. What you most need is a Canadian methodology, a Canadian philosophy of in-service, a Canadian system of in-service that is precisely right for Canada. This is not to say that there are not rules, principles, laws, premises, many of which have been illuminated by Professors Bolam and Joyce. It is to say, rather, that they need to be sharply conditioned to the circumstances which prevail.

## A NOTE ABOUT THE TASK FORCES

Before the conference began and long after it had ended, the people whose names appear on the following pages met, discussed, analyzed and in many cases agonized over the reports printed here.

Members of the various task groups were charged with narrowing their focus and concentrating on five major aspects of in-service education: Purposes and Functions; Responsibility for In-Service Education in the Teaching Profession in British Columbia; The Teacher and the School; Research and Evaluation; and finally, Delivery Systems. Their findings and recommendations form the backbone of this report.

For after the speeches have been made, after the chuckles have died away, and the issues that so incensed or inspired us have lost their impact, we are still faced with the various issues that continue to afflict the teaching profession. The people who accepted the responsibility for grappling with these issues cover a wide spectrum of educational involvement; they include teachers, university faculty, members of the Ministry, lay public, school trustees, the teachers' federations, and students.

To these dedicated people, all of us who are interested in education in this province owe an enormous debt of thanks.

# VI

## TASK FORCE REPORT: PURPOSES AND FUNCTIONS

**TASK FORCE MEMBERS:**

John Burdikin, Chairman
Bob Axford
Robin Brayne
Naomi Hersom
Leo Marshall
Peter Massiah
Muriel Tanner
John Trivett

CHAPTER 6

# TASK FORCE REPORT: PURPOSES AND FUNCTIONS

*JOHN TRIVETT AND MEMBERS OF THE COMMITTEE*

The following report reflects the views of the members of the task force on purposes and functions of in-service education, and sets out important guidelines for future in-service commitments which affect every level of education in the province.

## *TERMS*

In order to clear the way for future discussion, we first grappled with the term "in-service". While we saw that some individually maintained activities could be called without prejudice, "career enhancement", we felt that "in-service" should apply only to those educational activities having the purpose of improving teaching and learning in schools.

## *HISTORICAL NOTES*

For much the same reason, we reviewed the history of in-service, feeling that "purposes and functions" could only be analyzed properly in the light of previous practice. At its most idealistic, teacher in-service was seen to have grown from a recurring and increasingly perceived need on the part of the public and professional educators alike to make a significant improvement in the quality of schooling. In

practice, however, in-service was seen to fall somewhat short of this lofty, although certainly not unattainable goal.

To this day much teacher in-service has consisted of activities, initiated, structured, and conducted by personnel working outside the schools, without the teachers' assistance and without careful preplanning of the teachers' needs or wishes, generally by means of the "one shot" workshop. Nor have most in-service practices linked what was being emphasized with any of the aspects of basic research, or with what other educators have advocated. And in the few cases where particular research findings or theories have been translated into practice, no follow-through was attempted.

Most in-service practices today appear to reflect the traditional school process which aims at improving life chances for students after they have left school, whether they go into further educational institutions or enter the working world. In the course of these practices, teachers are often placed in receptive roles where they are expected to accept ideas and behaviour prescriptions, not of their own making, which do little to change the methods by which teachers instruct.

Teacher in-service has been mainly a reaction to pressures of the world, the culture, the province, or local groups, rather than as a means of encouraging leadership by educators. It has been built on rather simple, discrete remedies, which no matter how sincerely done, make their value, their implications, and finally their importance largely questionable.

## GENERAL PURPOSES

Our committee felt strongly that the time has come to ring the curtain on the scenario described above. In-service programs must now begin to be directed towards helping improve our society by emphasizing improvement in educational conditions in the schools. As educators we need to fulfill better those essential functions and strengths for which society created and has sustained schools.

Today's challenges are more demanding than any known previously. Changing environments, social and technological variables, revised knowledge of practical implementations concerning the ways in which children and adolescents learn, along with an improved awareness regarding subject matter, cannot be satisfied with theory alone. We must translate theory into practice which can be verified during in-service and subsequently in the classroom. Specifically, in-service programs should ensure that teachers have the ways and means of continually updating their communal leadership of in-school education, kindergarten through grade 12, in line with selected research, the teachers' own classroom experience, and the needs of our society in an ever-changing "shrinking" world.

To achieve these goals, continuing professional education must become a commitment by all teachers, educators, and administrators over their entire careers.

## PARTICULAR PURPOSES

In narrowing the general purposes of teacher in-service to more particular purposes, the committee isolated certain priorities which were felt to comprise the very essentials of what we should ask from in-service programs.

Our overriding priority as educators is to help students grow into admirable individuals who have a sense of personal worth, who operate harmoniously with others, and who are free from any feelings of subservience. This fundamental goal requires certain skills that the educational process must provide. Ideally, students should achieve a mastery of language, their own and others, a thorough knowledge of mathematics in all its forms, an understanding of history and geography as well as of the democratic customs of government and of the environment; and finally, how all of them relate to the world community. They should learn the basics of scientific understanding without denial of other systems of thought and spirit. They should also be instructed in preventive health education, in movement, art and literature.

If we, as educators, are able to devise in-service programs that make more certain these goals are reached, we will very likely fulfill one last priority: the achievement by students of respect, admiration, and confidence in the school system from which they graduate.

*FUNCTIONS*

If we are to pay more than lip-service to the goals outlined under "general" and "particular" purposes, certain functions specific to in-service must be recognized (and hopefully discharged).

To be effective, in-service must be linked to the general efforts of the school and school districts; respecting the costs involved to taxpayers, but at the same time providing programs that are designed to have a beneficial impact on all student activities. These programs should be based on the predetermined needs of teachers in classrooms through their collaborative efforts with school administrators, school boards, teacher associations, universities, and government departments. To do this, we should draw on the services of interested, experienced teachers, administrators, university personnel, trustees and others, and the programs should be school-based, even if university and college campuses are used for certain activities.

In any analysis of the functions central to in-service, we see the teacher in the pivotal role; it is the teachers' needs and wants that must be addressed before any effective in-service can be said to have taken place. For this reason in-service programs must place teachers in active roles, working with students, materials, ideas and behaviours, using children in classroom settings. And whether the teacher plays the role of student or leader, these programs must also, at least in part, be held during the teacher's current work schedule.

In giving priority attention to:

a) the teaching/learning of reading, writing and other essentials of language;
b) the teaching/learning of mathematics, left relatively unexamined since the "new math" push of the 1960's;
c) the dilemmas arising from the spread of the numbers of "learning disabled students";
d) the problems of disruptive behaviour in schools;

program preparation must be made from an ever-increasing educational literature. However, if the programs are to avoid both fads of only temporary importance, and undue pressure from publishers and other groups in the public domain such as universities and school boards, careful selection of leaders and resources is essential.

Although the classroom teacher remains the nucleus around which all in-service functions revolve, these functions must not be restricted solely to the teacher, but should include as participants, school district officials, principals, superintendents, board members, consultants, and coordinators. All these groups must become aware of what is being advocated and done.

Finally, the functioning of in-service needs continuous cooperation from the universities and colleges who are responsible for pre-service training as well as from business and industry interests, teachers' organizations, and other public groups.

*RECOMMENDATION*

The fact of falling student enrolment throughout the school system should be seen as a great opportunity for engaging in those activities that come under the heading of in-service.

In-service should include, but not be restricted to, the necessary change of emphasis which such declining enrolment

naturally entails: almost certainly, teachers will have to accept reallocation, either from one specialization to another, or from one grade to another, without sacrificing any of the aims toward improved quality outlined above.

Following the lead of the In-Service Conference of May, 1979, much could be done without involving vast expenditures of money. A five year plan could, for example, be envisioned as one outcome of the conference and of this report.

It is recommended, therefore, that the agencies supporting the conference take continuing responsibility for a cooperative leap forward in in-service.

# VII

## TASK FORCE REPORT: LARGE SCALE SYSTEMS: RESPONSIBILITY FOR IN-SERVICE EDUCATION IN BRITISH COLUMBIA

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CHAPTER 7

# TASK FORCE REPORT: LARGE SCALE SYSTEMS: RESPONSIBILITY FOR IN-SERVICE EDUCATION IN BRITISH COLUMBIA

*ALAN G. WHITNEY AND MEMBERS OF THE COMMITTEE*

Our task group took the stance that the purpose of in-service education was to enhance the personal and professional growth of educators at all levels so that they are able to find more rewards in their careers, and ultimately bring about an improved learning environment, and a higher quality of instruction for children in schools.

Similar recognitions of the purpose of in-service have been made for years. Every school district in British Columbia officially had six days set aside for non-instructional use; this has been reduced to four, and some of these may be used for purposes other than in-service. Significant amounts of money, too, are provided by school boards and the teachers' federation for professional development. In addition, several established mechanisms for in-service exist.

In recognizing the current level of organization for in-service within the province, the task force seemed unanimous in the opinion that abundant language had been created which supported a myth that in-service was happening but no reality was found to coincide with the rhetoric. In our view, the

intended outcomes of in-service are not happening at present. The committee recognized that the extent of any such discrepancy can be empirically determined but were unaware of any extensive study having been done; and at the same time recognized that the area of research and evaluation was being considered by another task force.

The many differences noted in in-service programs were seen as the result of many factors, among them the following:

1. Almost every level of the system seems to undervalue, or only vaguely recognize the necessity for more professional development.
2. In-service has become a political issue with several influential groups doing battle, or ignoring the legitimate influence of other groups.
3. The majority of the mechanisms used for in-service inhibit reaching the objectives that are held, especially where those objectives go beyond making educators aware of some idea; skills and action are not well promoted by talking to people.
4. There is little or no recognition of the sharing of responsibility for in-service and no coordination of in-service within the province. While there are several organizations concerned with in-service, it is difficult for each to be aware of what the others are doing.

From a review of both the ideas generated at the conference and the vast body of literature on in-service education and change in schools, the task force made certain assumptions on which our recommendations were finally based.

First: We saw that the type, extent, method and content, of in-service education should be a matter which is the responsibility of the individual educator although he or she will still receive outside input and may need to negotiate these issues with some authority. Each individual should have the maximum opportunity to be involved in needs assessment, planning, and action with regards to his or her own development; and such

involvement should be given prominent priority not undertaken at the end of a long day.

Two: In the profession of teaching it is difficult to separate personal and professional development. On the whole teachers who have found ways of reaping personal rewards from their teaching and their lives are most likely to be the ones who provide the best role models for children and who ultimately do the best job.

Three: Education is a complex field: teaching is a highly technical and personal enterprise; the wide range of skills that need to be employed may take a lifetime to gain. Some of these skills, such as the ability to establish a positive trust relationship between teacher and learner, may take a long time to learn and yet are the most central to the teaching act. Without these central skills little real intended learning occurs, and what does occur is often overpowered by unintended contingencies. However, since teachers view the various skills involved in their profession differently, they need the opportunity to learn them in different orders, at different rates, and in different ways.

Four: Since our society is a complex mosaic with each community potentially different from its neighbour, all manner of variety becomes inevitable. The way to handle variety in any organization is with variety (Ashbey's Law). We must establish and maintain the means to express various styles, philosophies, emphases, opportunities, curricula, and alternatives. This realization does not negate that the public school exists to prepare students for life in a democratic society, and acknowledges the need for a common core of knowledge and values. However, it does suggest that surrounding this core, there can and should be a wide range of options. We fail students both when we do not manage to do the core curriculum and when we do not provide enough options so that they can relate the core to something that is real for them personally. The "can" in this statement depends both on content and strategy. We fail to get the best from teachers when we

state what they are to do beyond the core: in so doing perhaps we take away their opportunity to be creative, to do something over which they can have a real sense of ownership. Maslow's book, Eupsychian Management (1965) has as its central thesis that the very best can be expected from workers when their humanness is given full play.

Five: There are some educators who have quit learning about teaching and who need inspiration, motivation, and incentives to help them get back on a learning path. While we have enough data to recognize that "top down" change is often inefficient and ineffective, this does not mean that some part of the system cannot insist that each member of the profession have a plan for personal and professional development and act on that plan. Educational management can be trained to help in motivating those who ultimately must be responsible to the system.

Six: Educators may require or request assistance in establishing what their needs are. Part of the in-service organization should be equipped to deal with needs assessment at a more sophisticated level than by simply asking "What in-service would you like to see?"

Seven: Mechanisms should be accessible to assist educators once they have assessed their needs and learning styles. Without such accessibility to various alternative ways of meeting perceived needs, a potential energy barrier is erected between the need and the objective.

Eight: Finally, assumptions one through six imply that there are several levels at which the need to take responsibility in in-service education apply.

## *SOME MODELS FOR SHARING IN-SERVICE RESPONSIBILITY*

The teacher is a central component of a larger subsystem within a system. As such, teachers have several demands placed on them and in turn can make demands on other parts of the system; these include the students, the school (including

one's immediate colleagues), the administrative system, the province, the teaching profession, the universities, and the overall educational community represented by the bank of literature on education.

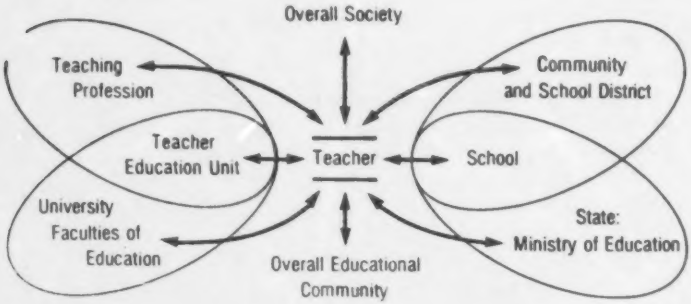


Figure 2

The educator is heavily influenced by all of these subsystems, and generally his or her needs are determined by examining the expectations of these various groups. He or she may also turn to these various subsystems to help him or her in meeting these needs. At different times during one's career some subsystem will be used to a greater extent than others, for example, using the "teacher education component" extensively during pre-service, and perhaps using the school and colleagues more extensively in in-service. All of these subsystems, however, have a responsibility for the personal and professional development of teachers. Of course, there will be some who do not recognize their needs or who will not turn for help even if they do; in this case the responsibility lies on those surrounding that person, colleagues at first, then someone in the hierarchy of command, who can help the person see that he or she can change.

The arrows in Figure One are an attempt to show that the educator has an influence on each of these groups, may at some time be a member of any of them, and in fact, that all groups have educators in them at any one time. Just as educators respond to pressures from any of these levels, all levels need to be responsive to pressures from teachers.

It is useful to examine the right hand side of this diagram closely: basically we find two components, a district one and a provincial one. Whereas the ministry sets out broad curricular guidelines, it does so within the influence of all the rest of the systems; it can and should have an influence on in-service, as will be described later. The district component, however, is more complex. It includes the school board, and central office authorities, the school administration, colleagues, community and finally the individual teacher as well as the collective body of teachers.

Of course all of these boxes are influenced by the left hand side of our diagram. The B.C.T.S., universities, and B.C.S.T.A., as well as other interested agencies.

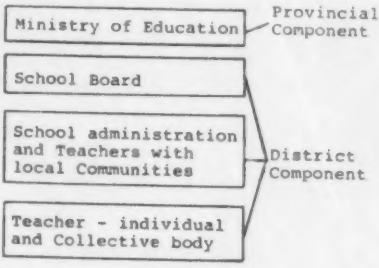


Figure 2

Hopefully, the various boxes have some common philosophical bonds, and that these bonds do not violate the assumptions made earlier about variety and diversity. In our view the most important philosophical bond was an acceptance of Jackson's growth model for personal and professional development.

All levels of Figure One have responsibility for in-service. The ministry, the boards, and the teaching profession through the B.C.T.F. have the financial commitment. It is noted that

teachers themselves also make a large financial commitment to their own in-service, professional, and personal development; a fact that often goes unrecognized. While ideally educators plan for their own needs and take action to meet them, each of these groups influences those needs through dialogue.

Although the teacher may be most influenced by colleagues or the university, we suggest that ultimately he or she will negotiate a plan with an administrator such as the principal. The ministry likely has only a peripheral affect on an individual teacher but has a task parallel to that of the principal in working with the board superintendents, who in turn are negotiating with principals. All this is fundamentally at the level of needs assessment.

At the level of meeting those needs any one of these groups in Figure One may be involved. What appears to be needed primarily are guidelines and mechanisms so that there is a real likelihood of reaching a particular need. A two hour workshop is not sufficient to help teachers improve their inquiry teaching strategies, gain skills at value clarification, or learn how to mainstream their classrooms, although it may be long enough to gain an awareness of why these skills are important. We need to design strategies which recognize that some of these changes take time and which are flexible enough to fit into the already crowded schedule of the educator.

At the level of meeting needs and at the level of communicating needs, better interaction between the groups represented in Figure One is desirable. It would be useful if there were some sort of a clearinghouse--likely just a computer bank--which allowed any person within one of these groups to see what other people were doing in different curricular and geographic areas.

Ideally, in establishing needs, and in considering his or her interaction with the district component, each individual should be able to show that the goals of the school, district, and province have been considered. The school, in turn, will have elaborated the community, district, and provincial goals

and should also have considered the goals of the overall educational community. The district will have made decisions about the broader curriculum guidelines stipulated by the ministry, who recognize and support in-service education, help the public see its necessity, and often serve as part of a coordinating and consultative agency for the development of in-service programs. Some person in the district (and in our view most likely the school principal) will have the responsibility of insuring that each teacher has a plan, that the plan reflects the various levels of goals (although it obviously could reflect more than this) and that the teacher act upon that plan. This person would also negotiate with certain teachers to encourage them to include other needs, and would also encourage the teacher who has slowed down in his or her professional development to take a more responsible position. Obviously, this person needs the skills to be able to negotiate in a manner so that change is not viewed as coercive.

*RECOMMENDATIONS OF THE TASK FORCE*

*PREAMBLE I*

Expectation to a large extent determines what happens within subsystems, both the expectation of a specific subsystem as well as the expectation placed on it by other subsystems. All these agencies within the system must legitimize all levels of in-service in the eyes of society, including helping the public see that personal growth is part of professional growth for a teacher.

*RECOMMENDATION I*

a) The ministry should make public statements which show that it supports, both financially and philosophically, personal and professional in-service for teachers.
b) School Boards should publicize their support for in-service to the electorate.
c) The B.C.T.F. and B.C.S.T.A. should publicize their individual roles in, and support for, in-service.

*PREAMBLE II*

As noted in assumption five, the complexity of our society demands a certain variety in order to meet educational goals.

*RECOMMENDATION II*

All the agencies mentioned in Recommendation I need to validate the notion that "only variety can deal with variety." In short these agencies must help the public see that the school should not be monolithic, and that individual teachers can and need to have individual philosophies, skills and priorities, and thus will have differing needs for their own in-service, both in order to maintain their growth and to meet the individual needs of students.

*PREAMBLE III*

The first order responsibility for professional and personal growth lies with the individual educator - see assumption one.

*RECOMMENDATION III*

a) Each educator should be responsible for having assessed his or her own needs for in-service, to have a developed plan for meeting these needs, and to demonstrate that he or she is taking action on these plans.
b) The school district should appoint a person with whom the educator negotiates this plan, (probably the school principal would negotiate with a teacher, the superintendent with a principal) and the school district or teachers federation should provide consultancy services for aiding teachers in needs assessment, provide support for groups of teachers who have common needs in order to help them meet these needs, and also help individuals find or design mechanisms to meet their more specific needs.
c) The school districts and the B.C.T.F. should have the major responsibility to insure that each teacher has maximum opportunity in assessing and meeting his or her needs.

*PREAMBLE IV*

Most people in maintaining personal and professional development need support mechanisms which usually operate at the school level.

*RECOMMENDATION IV*

a) Each staff should meet to decide on some professional goals they hold for their school and should consider itself as a support group for the individuals on the staff in meeting their personal and group needs.
b) The plans in Recommendation III and IV need to be both short, mid, and long range; and within a school, need to reflect the broad diversity necessary to meet a community's needs.

*PREAMBLE V*

Some sorts of in-service needs can be met using the one-shot, workshop model. Most, however, need extended time commitments.

*RECOMMENDATION V*

a) There should be a broad diversity of mechanisms to meet in-service needs since some skills can only be developed over time, with theory, demonstration, practice, and feedback. These needs do not lend themselves to day blocking, nor to after-school workshops.
b) Each staff, and district needs to develop mechanisms for allowing release time for individuals who need to be involved in courses of the kind implied above. This needs to be done in such a way that the schooling for the student is affected minimally. One such mechanism for example would be the hiring of permanent district substitutes.

PREAMBLE VI

We cannot afford "burn out", a state where a teacher no longer has the necessary energy for students; nor can we afford teachers who have lost a sense of effectiveness in their personal lives. Some in-service needs to be available to help such people. It may mean an organized program for helping the overinvolved teacher balance his or her personal and professional life, or in helping the underinvolved teacher see how to become more effective. The 4/5 plan initiated by the Thunder Bay Ontario School District, and in the process of being adopted by the Vernon, B.C. School Board as a 3-4-5 plan, was seen as a positive step if the plan can work so as not to affect teachers' pension rights or sabbaticals. Any plan which allows teachers to move away from teaching for a time with a minimal loss of salary, no loss of position, and little cost to the taxpayer, recognizing that teachers may need the opportunity to enrich their lives elsewhere, is a positive plan.

RECOMMENDATION VI

Those involved in needs assessment and in planning mechanisms to meet needs, and those involved in negotiating with educators about their needs and strategies, must recognize a broad spectrum of in-service activities.

PREAMBLE VII

It was felt that if Recommendation I to VI were followed it would do much to improve in-service in B.C., yet there would still exist the confusion caused by the lack of coordination between those bodies providing service. However, at present the bodies providing in-service are in the position of having to guess at teacher needs rather than having been involved in or informed about needs assessment.

*RECOMMENDATION VII*

Each district should have a person or persons who are responsible for being informed about what is happening with respect to in-service in that district and who are aware of what is available in the province.

*PREAMBLE VIII*

Those involved at the delivery end, and those persons referred to in Recommendation VII, need access also to information about what is going on in each district and each curriculum area. Such access would keep redundancy to a minimum, allow one to capitalize on inforamtion from another source, and would also facilitate planning with others.

*RECOMMENDATION VIII*

An in-service clearinghouse should be established by either the ministry, B.C.T.F. or the B.C.S.T.A. or jointly by all three, to assist districts in finding ways to help individual teachers assess and meet needs; to aid in grouping teachers, perhaps across districts, for meeting these needs; to help inform those involved in delivery about what is and will be happening; and to aid researchers. In this day of computers, such a clearinghouse could be a small operation easily accessible electronically from several areas of the province, which would quickly provide up-to-date information, through an across-file system.

*SUMMARY*

The recommendations above involve a model for human development which includes self assessment (a process that may be facilitated by others), goal definition and formulation, as well as how individual decisions about goals may be reached. For each educator it involves open responsible communication with administrators and the public concerning their plans and the actions they are taking to pursue them. It assumes that

every educator at every level of experience and skill needs to continue to be a learner and to demonstrate that he or she is one. Such a model most closely resembles a self-education model involving a defined contract. All levels of the system need encouragement for such a model to become effective. Four levels are, however, of paramount importance.

The first concerns the public, who need to be aware that quality education depends upon educators who have a strong sense of ownership for what happens in their classrooms and are committed to a path of personal and professional growth. Such a condition necessitates diversity in schooling if it is to mirror the diversity which exists in our society. Teachers are the second group who are of critical importance in this model. They must be encouraged to direct their own development and to see that it is their responsibility to do so; they also must be encouraged to take what actions their plan entails. The third level is represented by the Boards and the Federation, who need to encourage mechanisms for identifying and meeting needs of individual educators, both financially and philosophically. The fourth level is as yet not established. It is the clearinghouse identified in Recommendation VIII.

This committee was charged with the responsibility to look at the overall system of in-service. It adjourned its deliberations feeling that it had met that responsibility. It should be pointed out that a committee such as this, charged as it was to make recommendations, does not operate in a totally consensual framework even though there was more consensus than one would predict. Rather, the ideas in this report were sharpened and focused through active debate, then examined to see that they were consistent and noncontradictory. We now charge those who struck these task forces with the responsibility of seeing that this report, and the reports of the four other task forces, do not lie dormant; to ensure that they are circulated to every level of the system in the hope that a giant step will have been taken along the road to effective in-service.

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# VIII

## TASK FORCE REPORT: RESEARCH AND EVALUATION

TASK FORCE MEMBERS:

Ian Andrews, Chairman
Shirley Bens
Norman Gleadow
Stewart Martin
Tom McRae
Todd Rogers
Stan Shapson
Verna Smelovsky

CHAPTER 8

# TASK FORCE REPORT: RESEARCH AND EVALUATION

*IAN ANDREWS AND MEMBERS OF THE COMMITTEE*

The mandate of our task force committee was to report on critical issues and to make recommendations regarding research and evaluation studies in in-service programming. Since our committee was comprised of a wide range of educational representatives we were able to undertake our task from a diversified and balanced perspective. For this reason we feel that our recommendations have avoided any particular bias and hope that they will generate a positive response from all delegates and task force committees involved in the in-service conference.

At regular meetings before, during, and after the conference, we received, shared, and debated various issues and suggestions that applied to the research and evaluation studies of in-service. In particular the committee compiled, reviewed, and summarized all materials, data, and recommendations accumulated from the individual presentations, discussion groups, and task force deliberations. We felt this synthesizing process to be most worthwhile since it ensured that information and opinion generated by the conference delegates were the basis of our committee's final recommendations.

Naturally we hope that this report will be an informative and practical document for conference delegates. But we also hope that the ideas and suggestions contained in this report

will be shared by school district personnel, the B.C.T.F., and B.C.S.T.A., university personnel, and the Ministry so that potential research or evaluation studies in in-service programming may be forthcoming from any or all of these sources.

Finally, we encourage the steering committee to expedite or facilitate any action based on the recommendations in this report where such action is deemed appropriate. As a consequence we hope that our committee will have assisted the conference steering committee in reaching its two major goals of preparing and disseminating in-service proposals.

*OUTLINE OF REPORT:*

The written and verbal suggestions received by our task force committee were extremely diversified. Nevertheless, the specific issues and recommendations submitted by our committee appeared to fall into five major categories of research and evaluation in in-service programming.

1. *THE ASSESSMENT OF IN-SERVICE NEEDS:*

   This category was most fully subscribed by conference delegates. A separate focus of our recommendation was therefore developed.

2. *IN-SERVICE DELIVERY SYSTEMS:*

   This area was certainly the most complex. The themes of the other four task force committees of the In-Service Conference (Large Scale Systems, Delivery Systems, Purpose and Functions, User and Social Systems) have been assimilated into this category in our report because the recommendations for research and evaluation studies indicated much interdependence among all four themes.

3. *THE EFFECTS OF IN-SERVICE PROGRAMS UPON STUDENT PERFORMANCE:*

Our committee felt that special attention should be directed to the pupils in the classroom since many delegates stressed that we should not lose sight of the very individuals whom in-service programming is ultimately to benefit.

4. *IN-SERVICE CLIMATE AND THE TEACHER:*

The attitudes of teachers towards in-service was a constant theme of the in-service conference. Teacher ownership of in-service, the ecology of teacher in-service, and the reluctant in-service participant were all topics that have been summarized under this title.

5. *RESEARCH AND EVALUATION STUDIES AS IN-SERVICE PROGRAMMING:*

Our committee believes strongly that if research and evaluation studies are to be undertaken, more innovative procedures must be considered. Our report suggests some ways this innovation could be achieved.

Each category of research and evaluation in in-service programming has been analyzed and presented in a similar manner. First the issue is stated and then clarified where necessary. A supporting rationale is presented indicating why this issue has been especially addressed. Finally, a set of recommendations is identified for consideration by both delegates and the steering committee of the in-service conference. These five issues and support recommendations comprise the major content of our report.

*ISSUES AND RECOMMENDATIONS:*

*ISSUE #1. THE ASSESSMENT OF IN-SERVICE NEEDS*

A large number of the conference delegates saw teacher needs as being defined from "above" but acknowledged that

certain situations gave legitimacy to these externally imposed needs. Among them: the implementation of a new curriculum with a subsequent need to update or acquire new skills; changes in district, ministry, or university certification regulations; and finally, new approaches to teaching styles as deemed necessary by principals or district staff, were all seen as areas where the "top down" scenario would apply. What the delegates did not see was sufficient in-service satisfactorily directed to teacher-identified needs. Because the various delegates felt that it was important for teachers to play a major role in needs assessment, they were in general agreement that these procedures be developed within each district and thus allow teachers to acquire a sense of ownership over them, with district staff acting as facilitators for such programs. This sense of ownership was seen as most important. Some objections were raised in making needs identification the exclusive prerogative of the teachers and in certain cases, such as the need to retrain teachers whose positions had been eliminated because of declining enrolments, district staff were seen as the most logical determiners of such need.

The question of the financing of in-service was also raised and most delegates felt that, if through the action of some agency, for example, B.C.T.F., a need was created which must be met through in-service, then that agency ought to provide the in-service resources necessary to fill such a need.

In considering our recommendations on this issue we attempted to keep certain questions in mind; questions we feel to be of paramount importance in any consideration of in-service needs. In the first place, if in-service needs are to be examined from the point of view of students' needs, how in fact are these needs to be determined? Secondly, concerning the teachers' roles, do teachers know which personal and professional skills they need to improve; what are the present or are likely to be the future commitments or topics which concern teachers; and finally, how can teachers' perceived

needs be translated into in-service programs and how can attendance at such programs be encouraged? We must also consider how much influence principals have on the perceived needs of teachers as well as examine which ministry decisions result in teacher needs which must be met by in-service. All these questions and considerations become critical in the light of an assessment of in-service needs. The following recommendations summarize our review of these in-service needs.

*RECOMMENDATIONS:*

1. Explore possible cooperative procedures which would allow districts systematically to identify needs in the district.
2. (a) Investigate the in-service needs which result from policy decisions made at various levels of the educational hierarchy.
   (b) Urge policy makers to attempt to identify the in-service needs which might result from their decisions.
   (c) When an agency's policy decision clearly results in a need for in-service, then the agency should be prepared to provide in-service resources necessary to satisfy the need.
3. Assess retraining needs for teachers whose positions may disappear through declining enrolment.
4. Initiate the development of a regular needs assessment process to which all in-service agencies would have access. This needs assessment could identify what the content should be, who should receive priority of in-service support, who should consult in-service programs, and where it should be conducted (local, regional, provincial).
5. Investigate the effects of developing needs assessment groups who would advise, discuss and disseminate information to districts, schools, or individual teachers when

requested. This assessment group model would complement a more comprehensive delivery system information program. Teachers will not respond to needs assessment and instruments unless there exists in the minds of the teachers a concern about the issue, a receptivity to the issue, and a prior knowledge of the issue.

In any decision regarding needs assessment of teachers, the process must be clearly defined, the mechanisms for creating awareness of needs must be formalized, district staff must be perceived as facilitators or "servers" rather than evaluators, and teachers must develop a sense of ownership over in-service.

*ISSUE #2. IN-SERVICE DELIVERY SYSTEMS*

Organizational systems and methodological systems abound in this province. Some appear more effective and efficient than others but empirical data to support the claims of any one system is not readily available, either because the empirical data is nonexistent, or because it has not been adequately shared. Duplication of effort and expense follows where no systematized examination of delivery systems and subsequent communication of results have occurred.

All aspects of in-service delivery systems must be comprehensively examined and evaluated at various levels including both the organizational level and the methodological one. At the organizational level we must examine initiation procedures and processes, as well as the planning, evaluation and follow-up stages. The policies underlying these procedures must also be evaluated and the funding of them clearly defined. On the methodological level we must consider such questions as timing and location, modes of presentation or delivery as well as the models or types of in-service programming particularly with regard to a cost/benefit analysis.

The purposes and functions of in-service programming must also be clearly identified and made specific, particularly in

ascertaining whether the program is designed to improve teaching skills, retrain teachers, initiate change, implement new curriculum, develop local curriculum, or any or all of these.

*RECOMMENDATIONS*

1. That all aspects of in-service delivery systems be systematically and comprehensively examined.
2. That research and evaluation questions pertinent to recommendation #1 be considered. The following is a suggested list.

[a] *Models of In-Service Programming*

i. Develop some criteria as to what constitutes effective in-service systems, purposes, evaluation procedures, and complementary methods and techniques for implementing in-service.

ii. Conduct a review of the present in-service delivery systems used provincially and review effective models implemented outside the province.

iii. Conduct a longitudinal study of the effects of different in-service program models and the resulting change in teacher performance and teacher attitude, i.e., content, instruction, self-evaluation.

iv. Determine alternate ways of conducting in-service specifying the advantages, disadvantages, and occasions when most appropriate, e.g., extended in-service course work, one day workshops.

[b] *Modes of In-Service Presentation*

i. Examine the comparative effectiveness of different types of instructional presentations when conducting in-service, e.g., demonstration,

film/video, self-instructional packages, etc.

ii. Conduct comparative research on the effects of mandated in-service vis-a-vis voluntary in-service.

iii. Ascertain the long term results of compulsory workshops on: teachers, pupils, school climate, organizers, etc.

iv. Learn whether all kinds of in-service programs can be appropriately conducted during school time and determine the costs, benefits, etc., as well as find which are more effective and what the criteria are for deciding which program to implement.

v. Determine the effect of distance in large school districts on in-service; do different districts require different methods of in-service delivery; if so, which are best; or are they district specific?

(c) *Organizational Processes: Initiation of In-Service*

i. Who are the main innovators of professional development practices?

ii. Who are the main organizers of in-service development practices?

(d) *Evaluation*

A review of evaluation procedures (both formative and summative) to be used to assess in-service programs showing strengths and weaknesses of present instruments as well as how frequently they are implemented.

(e) *Funding*

i. The investigation of establishing a provincial policy statement for the funding of both in-service

programs and associated in-service research proposals as they apply to school districts and post secondary institutions.

ii. Dissemination of in-service funds: Which system of funding provides for the best quality in-service programming, central office control of funds or decentralized control for school based programs?

ISSUE #3. *THE EFFECTS OF IN-SERVICE PROGRAMS AND THE CONSEQUENTIAL RELATIONSHIPS OF STUDENT PERFORMANCE AS WELL AS STUDENT ATTITUDE*

The salient question must be asked: Which contributes most to student learning, "curriculum materials" or "teaching methodologies". In this time of a rapid development of knowledge many parents are concerned about their childrens' performance not only in the classroom but later in the "real" world. Through parents continued questioning, a development and utilization of a teaching method that incorporates the multi-model system has been initiated. This system has become especially popular with the introduction of "mainstreaming" of children with special needs.

As well, the development of ministry priorities in curriculum may have a range of impact not only on a school district but also on the classroom teacher; locally developed curriculum guides may be of some benefit to the teacher but what is the ultimate impact on the learning process of the child?

Before research can be started or outlined, questions posted by the delegates to the In-Service Conference should be considered. We must ask ourselves how we can evaluate whether or not the institutional environment generates motivation for personal growth of the child. We must also wonder whether, or to what extent, positive change in teacher performance or attitude effects a subsequent positive change in pupil performance or attitude; and whether in-service programs have any effect on

pupil attitude, achievement or attendance. And finally we must ask whether a child's learning is confused or enhanced by a variety of different teaching techniques.

*RECOMMENDATIONS*

1. Develop a research design to compare methods of in-service relative to impact on student attitude, behaviour, achievement and attendance in class. This design could be achieved through longitudinal and short term study.
2. Research on the impact of instructional media materials used in in-service should be pursued.
3. An assessment of basic skills should be conducted before introducing new teaching methods acquired by in-service programs. This assessment should be conducted periodically, e.g., test on "Learning Style Inventory".
4. Research on the effect of local community involvement in such areas as:
    (a) Curriculum development
    (b) School and community interchange of ideas on in-service.

*ISSUE #4. IN-SERVICE CLIMATE AND THE TEACHER*

The attitudes and commitments of teachers, as well as the general milieu in which they work, have a significant bearing on many aspects of in-service programming.

Although in-service programs may be directed to groups of people, the individual teacher is the primary consumer of such programs. Teachers are the direct link between in-service and the education of students. The personal interests of teachers, their perceptions of educational reality, their attitude to their work, their job satisfaction, their need for personal renewal, the amount of their direct input into in-service, as well as many other personal factors, all have a bearing on the way in which in-service education should be conducted.

The climate of in-service within schools or districts can also have a major influence on the success of in-service programs. Teachers who work in environments where participation is encouraged, adequate resources are provided, and administrative structures are designed to facilitate personal growth, are more likely to be able to overcome pressures of time, finances, daily lesson preparations, and parental expectations.

In addition to the usual pressures of the profession, declining enrolments currently bring unease to many educators. As the teaching population becomes more static, the average age of the teaching force increases, and adjustments in teaching assignments become necessary, in-service education must respond in new ways. The subject of retraining of teachers will take on different tones in response to these pressures.

Those who conduct in-service programs must continue to reckon with personal and environmental factors. It is unlikely that the benefits intended by even the most enlightened in-service programs will accrue to students if the teacher's receptivity is negatively biased by his or her own life style, by the nonacceptance of change by colleagues, by discriminatory or inadequate funding, or any one of many other personal and environmental factors.

*RECOMMENDATIONS*

1. Responsible groups such as school administrators, district staff and teachers' associations should adopt a consistently positive and encouraging stance toward in-service education so that a climate conducive to self-renewal and professional growth will be fostered.
2. A compendium of ways in which good attitudes and commitment to in-service education can be fostered within schools and/or districts should be produced.
3. Research should be initiated into the identification of factors relating to teacher attitude and commitment

to in-service education, and the implications of these factors for delivery systems and classroom performance of teachers and students.

4. Investigation of alternative styles of in-service education should be undertaken that are most appropriate for long term teachers in a static population where roles may change quickly due to declining enrolment.
5. The next In-Service Conference should emphasize practical sessions dealing with the teacher and the climate of in-service.

Note The matter of teachers feeling so much pressure in connection with the minimum tasks required to do a good job in the classroom came up over and over again at the Conference. It will require a major restructuring of approaches to in-service to overcome not just the apathy of the "uncommitted" teacher, but even the perceived inability of vigorous, enthusiastic teachers to participate in and effectively use the results of in-service.

*ISSUE #5. RESEARCH AND EVALUATION STUDIES AS IN-SERVICE PROGRAMMING*

In-service should be considered as a means of disseminating current research in subject areas; for example, an in-service program on recent research in art or science education could sensitize the practitioners in the schools to research their subject areas and hopefully motivate them to be more receptive to the potential of research and evaluation studies.

Similarly, in-service programming could be an important vehicle for processing various types of research studies. A cooperative venture undertaken by the teacher and the researcher would allow an equally vested interest and commitment by both partners. Subsequently, administration and finances could be developed to assist researchers and teachers to undertake cooperative research activities. This approach of providing teachers

with the possibility of practical research, should allow them to contribute significantly to all aspects of instructional practice. The teachers would then appreciate the internal research studies in in-service might have, rather than have external research and evaluation studies imposed on them without their involvement.

Teachers' involvement in this in-service programming could be set up to lead to university credit or, possibly, professional development experiences previously not made available. Researchers meanwhile would become involved in classroom practices and initiate publication of the results for both school use and personal credit.

Research money is available, but many times it is difficult for teachers to locate and obtain. Collaboration with district and university personnel would not only lead to the greater chance of acquiring these funds, but also the research study would more naturally reflect the content perspective of the school-based personnel.

In summary, we must stress that the sharing of research and evaluation studies, projects, and information should be considered as a major component of in-service programming.

*RECOMMENDATIONS*

1. The development of a survey to give information on various suggestions and priorities teachers believe to be important for evaluation and/or research regarding their classroom, school or district.
2. A review and evaluation of districts' policies on research to clarify and hopefully improve opportunities for research studies, concerned with both developmental research and field study research. These studies could then be easily facilitated in schools in the form of evaluation studies.
3. The investigation by the Ministry of establishing a provincial policy for the funding of both in-service programs and associated in-service research proposals for school districts and post secondary institutions.

4. The development of a catalogue that would describe the various institutions, other than the Ministry, available to provide financial support for programs and research in in-service.
5. The establishment of a liaison contact in each university, who is informed about various research studies, evaluation procedures, and available research personnel who would facilitate questions the school districts may have on the specific research or evaluation questions or proposals.

# IX

# TASK FORCE REPORT: THE TEACHER AND THE SCHOOL

TASK FORCE MEMBERS:

A.J. (Sandy) Dawson, Chairman
Donald Aylen
Alan Crawford
Sam Fillopoff
Alf McLean
Gordon Moffatt
Janet Mort
Claus Spiekermann
Sophie Weremchuk
Frances Worledge

CHAPTER 9

# TASK FORCE REPORT: THE TEACHER AND THE SCHOOL

A.J. DAWSON AND MEMBERS OF THE COMMITTEE

We take it as fundamental that the continued professional development of classroom teachers is the primary reason for any in-service program. Professional development (Pro-D) activities which are designed to have impact on the learning/teaching environment must, we contend, be tied directly to the needs of classroom teachers. Decisions as to what type of Pro-D activity is to be held, the form it is to take, and the reasons for its initiation must in the final instance be adjudicated by the teachers towards whom the activity is directed. It is with these thoughts in mind that we make the claim that a temporal hierarchy does exist for the planning, designing, implementing, and evaluation of any professional development program. Until teachers have decided upon or agreed to the purposes and functions of any Pro-D enterprise, there is no point in creating delivery systems, however large or small, or in designing research and evaluation models.

In one form or another, all Pro-D programs are designed to improve classroom practice. Since it is classroom teachers who must effect changes in classroom practice, it seems only reasonable--if not obvious--that unless teachers are committed to it, their Pro-D endeavours will be less than successful in altering classroom practice in any positive way. Given the

very real constraints on monies, time, and energy, it seems ludicrous to design, implement, and evaluate Pro-D programs in which teachers have not had direct control from the beginning.

This does not mean, however, that only teachers must be the initiators of Pro-D acitivities. Indeed, school boards and the Ministry have responsibilities for the quality of education in British Columbia schools. Consequently, such groups do have the right to suggest alterations in school programs which may require Pro-D enterprises of some form in order to put these changes into operation. Nonetheless, we would argue that imposition of associated Pro-D activities is very different from suggestions for such activities. Imposed Pro-D activities have not been characterized by glittering success stories, and we contend that part of the reason for this lack of success is due to the very act of imposition. Certainly, suggestions for Pro-D should be made to the appropriate teachers by their school board and the Ministry. Once made, however, the suggestion should then be examined by those teachers towards whom the suggestion was made, so that they, the teachers, can decide what purposes, if any, the suggested Pro-D is to serve, how it should be delivered, and how it should be evaluated. Once these decisions have been made, and one possible decision is to reject the initial suggestion, (such a rejection would of course have to be supported by reasoned arguments) then, and only then, should delivery systems, research and evaluation models be brought into play.

Our main contention, then, is that all Pro-D activities should be school focused. Moreover, the decision-making about the purposes, form, and evaluation of the Pro-D function must be school based. We acknowledge the fact that individuals and groups outside the school can, and do, have the right to make proposals regarding possible Pro-D functions. However, we would further contend that the final decisions about such proposals must in our view be school based, that is, the ultimate decisions should be made by the staff of the school receiving the proposal.

We reject the argument that all Pro-D activities should either be school focused or school based. They should be both if the initial proposal comes from sources external to the school, and school based if the proposal comes from within the school. Even in the case where the initiation comes from a district office for a district-wide Pro-D program, the individual schools in that district should have the ultimate say as to if, how, when, where, and why such a program should be undertaken. If, for example, a school could defend their decision not to be part of such a program because they already are dealing effectively with the concerns the proposed Pro-D activity is designed to serve, then that school should be allowed to opt out of the program. Proposers of Pro-D activities should not expect that all schools or all teachers necessarily would benefit from taking part in the proposed program; nor should they be offended when schools or teachers decline. Only teachers are in a position to decide if a proposed Pro-D activity can potentially be of use to them in their classroom practice.

Obviously, a school cannot make a decision; it is the staff of a school which makes decisions. Moreover, we would argue that in order to make informed decisions, school staffs should not insulate themselves from the immediate community which they serve. Indeed, Joyce has reported (see his discussion, "In-Service: New Perspectives on an Old Term", in this book) that those schools which came closest to achieving equality--in terms of numbers and input--between the professional staff of a school and the parents of the children attending the school reported the greatest degree of success in their professional development activities. It is true that Joyce's research was conducted on so-called, "Community" schools, but we would conjecture that similar results would be evident whether a school was designated as a "Community" school or not. What is important in our view is an active, dynamic dialogue between the staff of a school and the parents and children which they serve. In the reality of the everyday operation of a school, we realize that it is not easy to establish and maintain such

a dialogue, but it is our opinion that the effort is worth the energy expended. For teachers to be able to define clearly some of their professional development needs, they have to be able to ascertain the needs of the children with whom they work: this requires at a minimum a continuing dialogue with the children and their parents. That dialogue cannot be maintained or even developed when parents and teachers only talk at report card interview time.

We have reservations about the use of "need assessments" questionnaires as the primary means of ascertaining the Pro-D activities for teachers. First, such assessments have swarmed across districts like a plague of tent caterpillars, setting back vital growth to some future spring. In our view, such assessments do not allow for the dialogue between and among professionals which is essential for the creation of Pro-D programs. Paper and pencil questionnaires are an extremely dubious means of provoking discussion. Second, though such questionnaires may give some evidence as to the district-wide Pro-D needs, they usually do not allow for a school staff to address their particular needs. We would therefore encourage a de-emphasis on need assessment questionnaires, and propose the alternative of school-based assessment. We realize that in many districts this school-based assessment will necessitate a decentralization of Pro-D functions, but we see such decentralization as necessary, if the time, energies, and monies spent on Pro-D are to be used more effectively than they have been in the past. Appendix A of this report is one example of a possible Staff Committee Constitution.

While we realize that some of the points of view proposed here are contrary to current practice, we have been able to collect enough data which in total suggests that our proposals are feasible. Appendix B contains the Pro-D policy and procedures of the Kamloops School District, a Pro-D program which is essentially school focused and school based. Although we do not propose the Kamloops example as the model for Pro-D, we do believe it is indicative of what is possible. That is

our point here: we believe that our proposals for a school based and focused Pro-D orientation are feasible. Such programs do exist and work well.

We hope that, if nothing else, these reports encourage teachers and their schools to entertain the possibility of devising and controlling their own Pro-D activities, and in so doing, reaping the benefits that should accrue to the most important members of the educational enterprise, namely, the children.

## APPENDIX A

### BOUNDARY COMMUNITY SCHOOL

### STAFF COMMITTEE CONSTITUTION

I. MAKE-UP - RESPONSIBILITIES - RIGHTS

1. (a) The Staff Committee shall consist of everyone who works as a teacher, custodian or as a supportive staff member at Boundary Community School.

   (b) Two Boundary Community School Council representatives will sit on the Staff Committee.

2. Every Staff Committee member shall have one vote on every issue or agenda item under consideration by the Staff Committee.

3. The Principal shall not have power of veto over agenda items or Staff Committee decisions.

4. Every month the Staff Committee shall elect a Staff Committee Chairperson and a secretary from among its members.

II. LIAISON BETWEEN STAFF COMMITTEE - BOUNDARY COMMUNITY SCHOOL ASSOCIATION - N.V.T.A. - STUDENTS' COUNCIL - B.C.T.F. - SCHOOL BOARD ADMINISTRATION - S.D. #44 TRUSTEES AND MINISTRY OF EDUCATION.

1. The Staff Committee is the appropriate group to receive input from task committees and student committees. Therefore, all relevant minutes and information from such committees must be made available to the Staff Committee through the Staff Committee Chairperson.

2. Two Representatives from the Staff Committee will sit on the Boundary Community School Association Council. These two members will be elected from the Staff Committee and serve as its representatives on the Association Council. Pertaining items and matters will be referred to the two bodies by the representatives.

3. N.V.T.A. - B.C.T.F. items and business will be referred to and reported on by the Chief Delegate or N.V.T.A. - B.C.T.F. representatives.

4. School Trustee or School Board Administration matters will be referred, for decision and information, to the Staff Committee by the Principal or the designated representatives.

5. Ministry of Education items and matters will be referred for decision and information to the Staff Committee.

III. MEETINGS:

1. The Staff Committee meets weekly from 8:00 to 8:45 A.M., on a day chosen by Staff Committee. Additional meetings may be called at the discretion of the Chairperson.

IV. MECHANICS OF OPERATION:

1. Consensus and/or majority vote. Decisions of the Staff Committee are two-fold:
   a) To gather information
   b) To decide upon a course of Staff action
2. Once a school policy has been established, it is essential that all Staff Members support it.
3. The role of the administration is to facilitate Staff Committee decisions.

V. STAFF COMMITTEE CONCERNS:

1. The educational processes and practices.
2. The use of school facilities.
3. Examination of ideas and suggestions for changes in the school and/or district in educational programmes.
4. On request, to assist and support individual teachers.
5. Support the work of the local association and the B.C.T.F. and provide input to these governing professional bodies.
6. Exploring any other matter of concern to Staff Members of the School Staff and parents of the attendance area.
7. Act as a grievance task committee, on request, in matters dealing with principal's report on teachers.

VI. MINUTES AND AGENDAS:

1. The Agenda of the Staff Committee will be distributed to every Staff Committee member one day prior to the Staff Meeting.
2. Minutes will be distributed to the Staff at large following each meeting.
3. Agenda items submitted from the Staff will be added to the agenda if such items are in the Chairperson's possession one day prior to the meeting.

VII. COMMUNICATIONS WITH STAFF:

1. It is the responsibility of the Members of the Staff Committee to communicate their ideas, concerns, and opinions to the rest of the Staff at Staff Committee Meetings.

KDTA PROFESSIONAL DEVELOPMENT POLICIES AND PROCEDURES 1978-79

10.A.01 That the general policy of decision-making at the user level include the following procedures:

1. That the Pro. D. Committee set its budget on a calendar-year basis.

2. That each school, specialist group, and co-ordinators' group submit an accounting for the previous year's Pro. D. funds before FEBRUARY 1 of each year prior to the Pro. D. grants for the current calendar year being made.

   *(Accounting - expenditures and income received by the fund. This must include income from other sources such as BCTF grant, workshop registration fees included, etc. This is to be done on the KDTA form A.*
   *Receipts - must be kept for a period of not less than one year by the school, PSA, or individual to be used in the event of an audit.)*

3. That grant payments be made to schools, PSAs and co-ordinators as follows: (1) 6/10 of the grant soon after the receipt of school district grant by the treasury (generally March) (2) 4/10 in October.

4. That the yearly grant to schools be based upon the number of full-time-equivalent teachers on staff on October 31 of the previous calendar year.

5. That for grant purposes, a school be defined as an administrative unit supervised by one principal.

6. That an advance payment of grants for special purposes be given only upon approval of the Pro. D. Committee and the executive in consultation with the treasurer.

10.A.02 That the KDTA match the allocation of the board under our existing contract. (Gen. Mtg. Sept. 20/77)

10.A.03 That the March SRC meeting be authorized to determine the distribution of the KDTA Professional Development Budget for the calendar year. (AGM, 1978)

10.A.04 That for the 1978 calendar year, professional development funds be distributed on the following basis:

1. That the yearly grant to schools be a basic grant of $250 per school plus a per capita grant of $29 per teacher.

2. That expenses for a district professional day approved by the KDTA be deducted from school per capita funds to a maximum of $8 per teacher.

3. That schools more than 16 km beyond Kamloops city limits receive a supplementary grant of $5 per teacher.

4. That district co-ordinators and special education district staff receive a grant of $100 per capita.

5. Each specialist group be given an annual grant of up to $200, upon submission of an application to the Pro. D. Committee with a copy of their expenditure policies, and an accounting of expenditures of previous funds.

6. That $2.30 per teacher be allocated to a district project fund to be administered by the Pro. D. Committee.

7. That either the staff representative (or an elected chairperson) take on the responsibility for administering the plan in committee with the staff or the president of the specialist group as the case may be. (AGM, 1973, 1977)

8. That individual fee-paying members not assigned to a school receive payment up to the amount of the per capita grant after submitting to the treasurer receipts for Pro. D. expenses. (Gen. Mtg. Mar. 14/78)

10.A.05 That the theme of any district-wide professional day sessions scheduled by given priority in all schools as a direct follow-up to assure maximum benefits from such an enterprise. (AGM, 1976)

10.A.06 That PSA, interest groups, and school Pro. D. representatives meet with the Pro. D. Committee in September and January before the September 15 and January 15 deadline dates for submitting Pro. D. plans to the school board office. The purpose of such a meeting is to discuss district priorities and to share information on district professional development.

10.A.07 That the school board, all schools, PSAs, or interest groups communicate their professional development plans to the KDTA office and resources centre, one month prior to the event, for publication.

10.A.08 That copies of the requests to the school board for official approval of non-instructional day closures that are used for professional development purposes be sent to the KDTA office. And that the relevant information derived by the Pro. D. Committee for these requests be published in Focus for the information of all KDTA members, so that school-based conferences could host other registrants if space is available.

10.A.09 In the event that schools, PSAs or interest groups hosting a locally funded conference realize a profit of over $100 this profit be returned pro rata to local participants. Profits derived from non-local funding may be disposed with at the discretion of the PSA, interest group, or school. These profits must be noted on the annual accounting of Pro. D. funds.

10.A.10 That local teachers' associations, in co-operation with school boards, provide in-service programs designed specifically for the substitute teachers' role. (SRC Dec. 2/74).

Substitute Days Available for Teacher Release Time (during school hours)

A. Every school is allotted a number of substitute days per school year.

Administrators, at their discretion, allot these days to individual teachers for a variety of reasons arising during the school year. For example, planning of a school program in some curricular or extra-curricular area, desigining a school or class curriculum project, attending a compulsory in-service such as the "Y" pool orientation, or attending an in-service program that takes place during school hours.

In many cases, if it is for only a few hours, a teacher's class is "covered" by an unassigned school personnel such as another teacher on a spare, an unassigned teacher, the LAT or an administrator.

Some schools have a staff committee decide on the allocation of these days.

B. There are also substitute days allotted to district staff (directors, co-ordinators, etc.) for use, at their discretion, for release time for a variety of reasons. For example, orientation for the new reading program, attendance at a conference that will have widespread (not solely personal) benefit, work on a special curriculum project, personal upgrading, etc.

X

# TASK FORCE REPORT: IN-SERVICE EDUCATION: DELIVERY SYSTEMS

TASK FORCE MEMBLRS:

Jack Cresswell, Chairman
Blake Ford
Len Fowles
Roy Lister
Kathy McInally
Ian McSween
Phil Moir
Roy Ronaghan

CHAPTER 10

# TASK FORCE REPORT: IN-SERVICE EDUCATION: DELIVERY SYSTEMS

*JACK CRESSWELL AND MEMBERS OF THE COMMITTEE*

The education of practising teachers, or "in-service education" as it is known in the trade, is currently receiving more attention than it has at any period in recent education history. The reasons for this increased interest are many. Perhaps foremost, is the apparent feeling on the part of the public that the quality of education has declined. This assumption in turn has led to changes in curriculum and shifts in priorities, as evidenced by the "back to the basics" movement. Declining school enrolments, too, have caused changes within the system: teachers have become less mobile; administrators suddenly have more free time; and funds potentially are more available. Coupled with declining school enrolments we find a corresponding decline in university enrolment, especially in teacher training which, in turn, causes university faculties to look for opportunities outside their particular field. And finally, the increased interest in the education of practising teachers has sprung from the realization that pre-service training does not adequately equip the teacher to deal with the realities of the classroom.

Aside from the perennial public cry that "the schools are not as good as they used to be," most of these trends and realizations are fairly recent. In order to deal with them a

variety of schemes have been put into effect which aim at involving teachers in in-service activities designed to improve classroom instruction.

Although it must be remembered that the delivery process is only a part of the whole question of in-service education and therefore difficult to deal with as a discrete activity, we nonetheless must address the question, "what constitutes good practice in the delivery of in-service education to teachers?"[1] In order to gain some insights into the "answer" to this question, a series of smaller questions will be posed and some assumptions will be made which hopefully the reader will find worth testing.

*What is the overall goal of the in-service delivery process?*

The entire in-service education process is aimed at improving what goes on inside the classroom. The overall goal of the delivery process is to make available to the teacher (and administrators) activities which will result in changes in practice with the ultimate goal always being increased learning on the part of the students.

*What does the delivery process look like?*

Several attempts have been made to portray the delivery system graphically. The variations are mainly in the terms used and the amount of detail included, while some disagreement is also prevalent among persons in the field as to whether evaluation is strictly part of the delivery process.

Most of the diagrams come out looking somewhat like this:

*Is there a similarity between delivery in-service education and classroom teaching?*

It seems inescapable that the process is the same. Just as carefully planned material coupled with well executed teaching has a better chance of "getting the message across," so, too, does a well designed and carefully implemented in-service program. There is no mystique about what is involved: teachers too must master all the stages of development which lead to the acquisition of a new skill.

*Are there a variety of levels within the process?*

Many educators have pointed to various levels that should be mastered before any effective in-service training can be said to have taken place. Bruce Joyce[2] suggests four such levels; (1) awareness, or the knowing about something, whether a new program, a new technique, a resource, etc; (2) understanding, or having a sound knowledge of the something; (3) skill acquisition, or being able to effectively demonstrate the something, and (4) action, or the actual doing or using of it.

Roy Edelfelt's[3] three levels sound very similar: (1) knowledge or skills one can verbalize orally or in writing; (2) performance which demonstrates that knowledge or skill; and (3) a clear understanding of what one is doing and why.

*Is there any relationship between methods of delivery and levels of learning?*

The relationship that does exist often goes unrecognized. Workshops of one to two hours frequently are unimplemented with the apparent aim of changing what the participants do in the classroom; professional development day sessions generally fall into this category. The ineffectiveness of this method can be seen in how little transfer into action actually takes place in classroom practice. Bruce Joyce[4] states that most "one-shot" in-service sessions are of this presentation type and result basically in a change of awareness only. For a teacher to

increase his or her chances of actually using a new strategy, that teacher must participate in a sequence of methods involving presentation of theory, demonstration, practice, feedback and coaching.

*Is there any "best method" for achieving in-service education objectives?*

Although we still know little about how professional growth actually takes place and even less about the relationship between such growth and student learning, we do know that certain activities have a high chance of generating this growth while others work toward preventing it ever taking place. For instance, in-service experience has a greater chance of being effective when teachers have a role in planning; when the goal of the program is specific; when the group involved is small; when teachers not only have contact with the resource person, but when that resource person is also a teacher; and when the experience is augmented by further involvement in the program through follow-up sessions, feedback, or other types of reinforcement.

On the other hand, little change in professional growth will occur when the topics are imposed from an outside source; when the experience is "one-shot"; when the participants come from a wide variety of school backgrounds; when no follow-up takes place; and when the objective is perceived as having no relationship to the larger goals of the school or system.

*What factors influence change in the classroom?*

Change in the classroom practice is a socialization process: it is a change in what teachers do, not simply a change in the materials used. Like all forms of socialization, the change process is influenced by many factors: the environment (Bruce Joyce's "ecology") within which it is (or is not) taking place; the teacher's attitude to change; the support or nonsupport of the principal and of the teacher's peers; the manner in which the in-service activities designed to promote change are organized, etc.

*Is it possible to generalize about the context for in-service education?*

Just as "each thing in a natural system is somehow interconnected"[5] and therefore affects all other things in the system, so too with the contexts for teacher education. Some contexts subsume others, some overlap, but all affect each other to some degree or at some point in time. The contexts are many: the province, the school district, area groups of schools, individual schools, or departments, as well as within the context of functional groups of teachers such as a district's learning assistance teachers or the secondary mathematics teachers. In short, in-service education can take place anywhere those interested in it meet in a spirit of mutual enquiry and purpose.

*Is what goes on in the classroom likely to be more influenced by school-centred than by district or provincial-based programs?*

Of necessity in-service education must take place in whatever context seems appropriate to the purposes of the program being undertaken. It does seem to be true, however, that the larger the scale of the program, the more difficult it becomes to achieve results. There is evidence, for example, that programs run within and for individual schools have a greater chance for success than those trying to bring about district-wide change. School-based programs are much more likely to place the teacher in an active role--helping to select the topic and time, arrange the space and program, and influence the choice of resource person--than are programs operating on a broader scale. Teacher attitudes are more likely to be influenced when the teacher is working closely with his or her principal and colleagues within a program that he or she has had some say about.

Other very tangible advantages can be seen in the school-based programs. Such programs move the in-service session to the scene of the action, making teacher attendance easier while also allowing teachers to work with their colleagues. And perhaps just as importantly, these programs recognize that the

relationship between a school's teachers and principal is critical while the climate within the district is of secondary importance. They also recognize that children are taught by teachers in schools and not by ministries or districts.

*How are the in-service education needs for a school established?*

Certainly not by a survey of the whole district. As Bruce Joyce points out, "each school has its own ecology which differs from school to school within a small area".[6] Also not by a listing of what the teachers and principal think the school needs but (according to Bill Taylor) by "a professional assessment by the staff of the school's position and their own, reaching agreement on what is required, and planning how it will be achieved."[7]

*Is there no place for district-based programs?*

At times it is clearly necessary for district staff to determine need and define the direction the system should take. In operating from a different perspective from classroom teachers, they are able to establish district goals and priorities as well as making resources available. Teachers and schools need to work in harmony with district staff and to recognize their complementary and equally valid perspectives.

*If in-service education is so good for us, what's the problem?*

One thing that makes teacher in-service education more difficult than teacher supervision or teacher pre-service is the voluntary nature of the teacher's participation. During pre-service education, the teacher is motivated by the requirement to "pass" and by monetary investment. The motives for becoming involved in in-service education are far less tangible and probably more personal.

All three situations -pre-service, supervision, and in-service--can be seen as threatening to the easily threatened (as, unfortunately, many teachers are). The "threats" during pre-service are fairly obvious ("What if I can't control the kids? What if

my teacher sponsor fails me? What will my friends and family think if I don't make it?"). Supervision involves similar threats ("What faults are being spotted? Does he think I'm a good teacher? Will I get a good report?"). In-service education involves the threat of change ("But I feel comfortable with what I'm doing and it seems to be working!"), and of improving skills ("If I need to improve I must be deficient now. If I go to the workshop, I'll be admitting my weakness."). Reward, too, is a factor in both pre-service education and teacher supervision. Completion of pre-service education is rewarded by certification, and supervisory personnel write positive reports, make supportive comments, and recommend tenure. The pay-offs for participating in in-service education are not so easily pointed out.

*Is motivation all that important? Aren't these professionals we're dealing with?*

Teachers are professionals and usually have a fairly clear idea of what they are interested in and what they are not, what sorts of things touch them and their children and which do not, what is worth spending their time on and what is not. Motivation for most teachers follows a felt need and where the programs and the resources are available, teachers are more likely to avail themselves of the chance to improve their skills and hence their performance.

*What sorts of things can promote teachers' commitment to in-service education?*

Teachers are generally motivated by those activities which they consider significant to their classroom. It follows, therefore, that input from teachers at the planning stage is important. This can consist of simply talking to some of the teachers who will be participating while the program is being organized. Such a dialogue helps ensure that the objectives, format, time, place, etc. of the session are acceptable to the

teachers and thereby promotes their commitment to the operation.

Building commitment through involvement is vital, because if the in-service education activity is organized totally in isolation from the teachers it will be seen as belonging to the organizers not to the intended participants.

*Why isn't commitment by involvement always practised?*

If the person charged with organizing in-service education activities is doing it as a side-line operation with little time allotted to it, he or she is not likely to consult closely with teachers, a time-consuming business involving a lot of lunch hours and after-school time. Or, if the "in-service person" succumbs to the pressure to "get things going" quickly, the temptation will be to follow the bureaucratic central office edict route which is guaranteed to result in the teachers seeing the activities as being "laid on" by "them".

*Which is the most difficult group to involve?*

Probably the veteran teacher. These teachers usually have no need for additional credentials, have grown out of the "survival" stage of teaching and, as a group, often see less reason to change.

Experienced teachers at the secondary level are traditionally the most difficult to involve. As well as the factors mentioned above, they tend to work in isolation from each other and teach the most adaptive group of students.

*What about attitude change?*

Change is impossible to effect if the teachers and administrators see no reason to learn or to change. All the workshops in the world will simply bounce off reluctant participants. Attitude is the all-important factor and attitude change is the most difficult of all changes to achieve.

*Does <u>when</u> the sessions are held make any difference?*

Asking teachers (and administrators) to attend in-service education activities only on their own time, usually after school, is no way to run a program and strengthens the cynic's view that in-service education is a side-line issue of low priority. In the same way, to assume that change in classroom practice can be brought about through isolated one-shot workshops without follow-up, delivered on professional development day, to ad hoc groups of teachers from a wide variety of schools is naive.

Roy Edelfelt has expressed his own feelings on this question:

> The reasons for making in-service education an integral part of professional service are several . . . Teaching (or administering) today is too tiring physically, emotionally, and intellectually to expect much from add-on in-service courses and workshops. Time to do more thinking and planning, time to interact with colleagues and consultants provides stimulation and variety. It also adds the kind of freedom (and responsibility) to the teacher's lifestyle that is characteristic of professional practice.[8]

*Why is there so little follow-through after in-service education sessions?*

Follow-through to build upon or reinforce the objectives of an in-service education activity is probably the most common "missing link". The reasons vary but generally the omission is the result of failure on the part of both teachers and organizers to recognize that in-service education sessions are supposed to achieve something other than merely having teachers attend sessions. Follow-through is vital if the organizer is to ensure that the teacher understands what to do, knows how to use the materials, and gets some coaching, support and feedback when he or she tries it out. This aspect of in-service has not been sufficiently stressed. Of the various contexts for in-service education, the school-centred mode has the greatest potential for systematic follow-through.

*What about evaluation?*

> The reason assessment and evaluation are needed is obvious enough. There is little point in putting effort and resources into activities that don't work.[9]

Despite the "obviousness" of this statement, little real evaluation of in-service education activities takes place apart from informal questionnaires asking the participants' opinions of specific sessions or of resource persons.

Part of the reason little evaluation is carried out is the difficulty of identifying changes in what teachers do in a classroom and determining the source of the change. Apart from a few isolated small-scale clinically-controlled experiments aimed at limited changes in a specific teaching behaviour, little "hard" evaluation seems to have been attempted. So many interconnected factors can be involved in teacher performance and student learning, that the sheer complexity of the nature of change mitigages against any real cause and effect kind of evaluation. For instance, a particular session involving the learning of a teaching strategy might so enthuse one particular teacher for any number of reasons which may involve the personality of that teacher, that this enthusiasm itself bubbles over into the classroom with fairly predictable results for the students. Another teacher, fresh from the same session, but one who is merely lukewarm about what has been imparted and who consequently only goes through the motions of the new techniques, may show equally predictable results of another kind. This is not to say that the "new" strategy should be classed a failure. Nor does it suggest that measurement should not be attempted. What it does suggest is that evaluation of such a highly complex procedure as, say, a teaching strategy, in having to account for all the variety of factors that might impinge on the system is only one measure of the success or failure of any particular change.

*Which institutions are engaged in delivering in-service education?*

The Ministry of Education, Science and Technology, school districts, local teacher associations, the B.C.T.F. and universities are all variously involved. The amount of activity being

initiated by each body varies from district to district. Coordination among them tends to be absent or minimal.

All the universities and the B.C.T.F. have been active in the field as sources of resource persons and, to a lesser extent, as organizers of in-service education within the school districts.

Most often the universities' and the federation's resource people lead in-service sessions on professional development days usually for ad hoc groups of teachers from a wide variety of schools. There is little chance of follow-up due, not to lack of commitment by the university or B.C.T.F. personnel, but to the manner in which these days are traditionally organized.

Both institutions have helped districts (or, in some cases, individual schools) to organize in-service activities, but this activity has been on a very limited basis.

*Who should take the initiative in designing programs?*

Probably the greatest deficiency that most schools and school districts experience in regard to in-service education is in finding someone to do the organizing. A few districts have a member of district staff designated as in-service coordinator or professional development coordinator or whatever; in several other districts various members of district staff do "some" in-service education. In too many districts the responsibility for organizing activities has been left with the teacher association's chairperson whose efforts are often hampered by his or her being given little credibility or support by those in authority, by having little or no training for the task, and by having to attempt a complicated and time-consuming task while teaching full-time.

*Where should the money come from?*

In-service education delivery need not be enormously expensive. In fact, small-scale programs with limited and specific goals can gain results without heavy expenditures. The funds that are needed should primarily come from the

employer, the school district. Contributions from the teachers' association ensure input from that body.

A case can also be made for funding from the Ministry who, through a program of curriculum change and learning assessment, are partly "causing" the need for increased in-service education activity.

*If the Ministry makes funds for in-service education available, who should receive them?*

It would seem logical that the agency charged with maintaining and improving the quality of education and with implementing curricular and other changes, i.e., the school district, should receive any financial support that is, or becomes, available.

*Can the pieces needed for a whole delivery process be summarized in plain language?*

Simply put, what is required first is an assurance that in-service education is a priority of the administration: if it isn't forget it, but if it is then what is needed is:

i. somebody to find out what other people want;
ii. some people willing to receive the delivery;
iii. something to deliver;
iv. somebody to put the package together (this person must understand clearly the nature of the people who will take delivery and their purposes);
v. someone to make the delivery;
vi. some means for communicating that the delivery system exists and how it works;
vii. somebody to select a time and place;
viii. somebody to look after the operation; and
ix. some money to pay for it all.

*Postscript*

We are only at the beginning. We are only starting to devise approaches to in-service education. No one can say

with confidence whether the operation has any long-term future or whether it will go the way of the initial teaching alphabet. One thing that has become apparent, however, is that the people who are quietly and thoughtfully mounting small-scale programs with limited objectives and involving minimum threat to their colleagues are probably making the largest contributions to the field.

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